Department of the Army
Headquarters, United States Army
Training and Doctrine Command
Fort Monroe, Virginia 23651-1047

***TRADOC Regulation 25-36**

1 October 2004

Information Management: Publishing and Distributing

THE TRADOC DOCTRINAL LITERATURE PROGRAM (DLP)

Summary. This revision updates policy for U.S. Army Training and Doctrine Command's (TRADOC's) development of Army, multi-Service, multinational, and joint doctrine. It defines responsibilities for the management, development, staffing, review, approval, production, dissemination, and rescission of doctrinal literature.

Applicability. This regulation applies to TRADOC organizations responsible for developing Army doctrinal publications, or who are lead agency for developing multi-Service publications published as field manuals. It also applies to non-TRADOC organizations performing similar work, under a memorandum of agreement, or memorandum of understanding, with TRADOC.

Supplementation. Do not supplement this regulation without prior approval, in writing, from Director, Futures Center (ATFC-RD), 33 Ingalls Road, Fort Monroe, VA 23651-1067.

Suggested improvements. The proponent of this regulation is the Futures Center. The preparing agency for portions of this regulation pertaining to Army doctrine is the U.S. Army Combined Arms Center (USACAC). Send comments and suggested improvements on DA Form 2028 (Recommended Changes to Publications and Blank Forms) or line-in/line-out document changes to Director, Futures Center, via E-mail at doctrine@monroe.army.mil and courtesy copy to Commander, USACAC at web-cadd@leavenworth.army.mil. Suggested improvements may also be submitted using DA Form 1045 (Army Ideas for Excellence Program Proposal)**.**

Availability. This regulation will not be distributed in hard copy. It is available on the TRADOC homepage at http://www.tradoc.army.mil under "Publications."

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***This regulation supersedes TRADOC Regulation 25-36, 5 April 2000, and rescinds TRADOC Pamphlets 25-34 and 25-35, both dated 24 January1992.**

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Chapter 1
Introduction

1-1. Purpose.

a. This regulation establishes the U.S. Army Training and Doctrine Command (TRADOC) Doctrinal Literature Program (DLP). Because doctrine development is decentralized across many Army organizations, the DLP establishes standards, to ensure consistency and institutionalize doctrine development and production.

b. This regulation assigns responsibilities to branch and specified proponents within TRADOC, under provisions of Army Regulations (ARs) 5-22 and 25-30.

1-2. References. Appendix A lists required and related publications, and referenced forms.

1-3. Explanation of abbreviations and terms. Abbreviations, terms, and office symbols relevant to this regulation are contained in the glossary.

Chapter 2
Responsibilities

2-1. Proponent assignment. Proponent assignment is a Headquarters, Department of the Army (HQDA) responsibility. Army Regulation 5-22 establishes policy, responsibilities, relationships, and minimal procedures to execute the Army proponent system. It assigns Commanding General (CG), TRADOC functional proponency for combat developments, of which doctrine development is a subset. The CG, TRADOC assigned CG, U.S. Army Combined Arms Center (USACAC) as proponent for Army doctrine (within TRADOC). As such, CG, USACAC assigns responsibilities to branch and specified TRADOC proponents, and may designate, or assign, a TRADOC organization as proponent for areas not specified in AR 5-22. Director, Futures Center (FC) establishes Army doctrine policy, and acts as the TRADOC lead for joint, multi-Service, and multinational doctrine development. In addition, numerous agencies, within and outside of Headquarters (HQ) TRADOC, share responsibility for doctrine development, as shown in the following paragraphs.

2-2. Commanding General, TRADOC—

a. Approves TRADOC policy for the development, production, and publication of Army doctrine.

b. When tasked by HQDA, is responsible for the maintenance and development of selected joint and multinational doctrine, and joint doctrine initiatives.

c. Serves as the Army approval authority for multi-Service publications prepared by the Air Land Sea Application Center (ALSA).

d. Provides the Army position on selected multi-Service publications.

e. Chairs selected doctrine review and approval groups (DRAGs) (usually for field manuals (FMs) for which the Chief of Staff, Army (CSA) is the approving authority, as listed in para 2-19c, below).

f. Establishes and approves memorandums of agreement (MOAs)/memorandums of understanding (MOUs) governing policy with other major Army commands (MACOMs) that perform combat, training, and doctrine development functions.

2-3. TRADOC Deputy Commanding General for Futures/Director, Futures Center (FC)—

a. Executes CG, TRADOC's responsibilities for Army doctrine management and policy.

b. Acts as the TRADOC lead for joint, multi-Service, and multinational doctrine development.

c. Represents, or provides a designated member to represent, TRADOC and the Army as a member of the Joint Action Steering Committee (JASC) for management and approval of multi-Service doctrine published by ALSA.

d. Coordinates TRADOC positions on all Multinational Force Compatibility (MFC) agreements (formerly International Standardization Agreements) via the International Army Programs Directorate (IAPD).

2-4. Chief, Joint and Allied Doctrine Division (JADD), Futures Center. Directly supports the Director, FC in the execution of doctrine responsibilities. Specifically, Chief, JADD—

a. Establishes and maintains doctrine development, publishing, printing, and distribution policy for TRADOC proponents and non-TRADOC proponents with MOAs/MOUs. As such—

(1) Maintains this regulation and TRADOC Regulation (Reg) 25-30.

(2) Maintains the Doctrine Literature Master Plan (DLMP); Doctrine Workload Annex (DWA), and doctrine status reports.

(3) Acts as approval authority for requests for exceptions to TRADOC DLP policy, and recommends approval for exceptions to Army policy to the Administrative Assistant to the Secretary of the Army (AASA).

(4) Serves as a member of the Army doctrine and training literature (ADTL) print board. (Coordinates DLP print priorities with USACAC.)

(5) Coordinates policy affecting Army doctrine with USACAC.

b. Serves as the TRADOC lead for joint doctrine. As such—

(1) Serves as the Army primary review authority (PRA) for joint doctrine, when tasked by HQDA, according to Joint Publication (JP) 1-01 (upon revision, renumbered as Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 5120.02) and this regulation.

(2) Writes, coordinates, integrates, and reviews joint doctrine. Supervises joint doctrine actions within TRADOC, and ensures a common TRADOC position on joint doctrine issues.

(3) Coordinates with USACAC on joint-doctrine-related actions.

(4) Coordinates, researches, and adjudicates TRADOC comments on joint doctrine, and provides them to Department of the Army (DA) G-35 (DAMO-SSP).

(5) In coordination with (ICW) USACAC, assigns PRA, or technical review authority (TRA), to appropriate TRADOC centers and schools.

c. Serves as the TRADOC lead for multinational doctrine. As such—

(1) Coordinates, tracks, reviews, and integrates allied joint doctrine within TRADOC. Ensures a common TRADOC position is provided to DA G-35 (DAMO SSP) by consolidation of all TRADOC issues.

(2) Coordinates and provides consolidated TRADOC multinational doctrine DLMP input. This will include Allied Joint Publications (AJP) and all multinational land doctrine related workload requirements for JADD, and TRADOC and non-TRADOC doctrine proponents.

(3) Coordinates specific multinational doctrine-related proponency issues with USACAC (head of delegation for land operations doctrine).

d. Serves as TRADOC lead for ALSA products. As such—

(1) Reviews, coordinates, and integrates ALSA products, to include attending selected ALSA working groups and meetings/symposiums/councils impacting those products.

(2) Collects, researches, and adjudicates all Army comments on ALSA publications.

(3) Represents TRADOC and the Army as the Service joint doctrine directorate. Serves as a member of the JASC, and hosts selected JASC meetings.

(4) Coordinates and requests Army unit and TRADOC subject matter expert (SME) support for ALSA working groups.

(5) Recommends approval of ALSA publications to the Army JASC member, as delegated by the CG, TRADOC.

e. Supports USACAC in Army doctrine development and management, including all non-ALSA publications. As such—

(1) Provides staff coordination for assignment of TRADOC doctrine proponents to areas not addressed by AR 5-22.

(2) Provides staff coordination on program directives (PDs) for FMs with significant joint or multinational content.

(3) Reviews Army doctrine with joint and multinational implications, to ensure it is consistent with joint and multinational doctrine.

f. Performs the following general functions—

(1) Manages, identifies, and provides consolidated doctrine resource requirements for the Program Objective Memorandum (POM) to the Deputy Chief of Staff for Operations and Training (DCSOPS&T). Coordinates with USACAC on Army doctrinal requirements.

(2) Acts as lead agency for integrating and coordinating doctrine technology and knowledge management initiatives. Coordinates with USACAC, on initiatives affecting Army doctrine development.

(3) Supports TRADOC efforts to ensure that Future Force doctrine requirements, identified and validated through the Capabilities Integration and Development System (CIDS), are synchronized with the organization, training, materiel, leadership and education, personnel, and facilities domains, to ensure sustainment of the doctrine-based Army during the transition to the Future Force.

(4) Establishes and provides doctrinal SME support for the Combat, Training, Doctrine Developers Integration Course (CTDDIC) and Doctrine Developers Course (DDC) at the Army Logistics Management College.

2-5. Deputy Chief of Staff for Intelligence (DCSINT), HQ TRADOC—

a. Reviews classified and unclassified threat-related information in Army, multi-Service, and joint doctrinal publications, for classification, foreign disclosure, accuracy, and threat fidelity.

b. Reviews draft doctrine for classification and releasability to U.S. and foreign entities, for HQ TRADOC and non-TRADOC proponents.

c. Serves as proponent for the FM 7-100 (opposing force) series, which provides the most accurate possible descriptions of near- and mid-term threat force capabilities and organizations, to inform and support training.

d. Writes and revises the operational environment and threat portions of selected doctrinal publications, to accurately describe the current and future environments and threats.

e. Acts as proponent for TRADOC pamphlet (under development) that highlights developments affecting future environments, threats, and technology capabilities that may face U.S. Forces.

2-6. Deputy Chief of Staff for Resource Management (DCSRM), HQ TRADOC provides resources to sustain the DLP.

2-7. Deputy Chief of Staff for Operations and Training (DCSOPS&T), HQ TRADOC—

a. Reports training and doctrine requirements to the DCSRM.

b. Reviews selected Army, multi-Service, and joint doctrine, to ensure integration with related training products.

c. Chairs the ADTL print board, which executes annual priorities for printing Army and multi-Service publications.

d. Serves as the staff proponent for automated systems training architecture.

2-8. Chief Information Office, HQ TRADOC—

a. Provides technical advice and assistance for publications and printing management, electronic publishing, and Internet services.

b. Provides technical review for new technology assessment and automation standards.

2-9. Director, Command Safety Office, HQ TRADOC—

a. Provides staff oversight, to ensure the integration of safety and risk management issues into Army and joint doctrine.

b. Serves as proponent for Army risk management doctrine.

c. Provides technical advice and assistance to USACAC and JADD, FC for integrating safety and risk management into Army and joint doctrine.

2-10. Commander, U.S. Army Training Support Center (USATSC)—

a. Provides automation support for the development, management, and electronic storage of doctrine.

b. Serves as the program manager for the Army's training information architecture, responsible for its development and daily operations.

c. Manages and maintains the General Dennis J. Reimer Training and Doctrine Digital Library (RDL)—ensuring doctrinal publications are entered in hypertext markup language (HTML) and portable document format (PDF), or their equivalents.

d. Administers TRADOC ADTL program print funds, according to established priorities, which are based on the recommendations of the ADTL print board (ICW USACAC for Army doctrinal print requirements).

e. Administers replenishment actions for published doctrine.

f. Performs final processing, and forwards and tracks approved doctrinal publications to the U.S. Army Services and Operations Agency, Army Publishing Directorate (APD), for authentication and publishing.

2-11. Commander, U.S. Army Combined Arms Center is TRADOC's proponent for all Army doctrine. As such, CG, USACAC—

a. Serves as proponent for Army doctrine areas listed in figure 2-1.

b. Performs overall management, integration, and quality control of Army doctrine.

(1) Provides direct coordination and input between HQ TRADOC and other MACOMs on all MOAs/MOUs containing Army doctrine policy implications.

(2) Assigns doctrine proponents, within TRADOC, to areas not addressed in AR 5-22. Coordinates proposed assignments with JADD, FC.

- Operations
- Echelons-above-brigade combined arms formations
- Command and control, including—
  - Operational terms and graphics
  - Planning and orders production
  - Message and report formats
  - Army airspace command and control
- Combined arms tactics
- Multinational operations
- Protection
- Force protection (a component of protection)
- Intelligence, surveillance, and reconnaissance
- Leadership
- Information operations
- Nuclear operations
- Army Universal Task List
- Stability operations
- Support operations
- Urban operations
- Homeland security
- Personnel Recovery

Figure 2-1. Army doctrine areas for which USACAC is proponent

(3) Is the approval authority for PDs for doctrinal publications TRADOC proponents prepare. Reviews and provides direct coordination on PDs for doctrinal publications non-TRADOC proponents prepare. Staffs PDs for publications, with significant joint or multinational implication, with JADD, FC.

(4) Is the approval authority for all TRADOC Tier 1 publications, except those the CSA or CG, TRADOC retains, and selected Tier 2 publications, as noted in PDs upon approval. The CG, USACAC normally chairs DRAGs for FMs for which the CG, USACAC retains approval authority.

(5) Provides staff coordination for doctrinal publications prepared by non-TRADOC proponents, per applicable MOAs/MOUs.

(6) Endorses and submits to JADD, FC, requests for exceptions to TRADOC DLP policy.

(7) Is the sole signature authority for DA Form 260 (Request for Publishing), for doctrinal publications within TRADOC. (Normally delegated to Director, Combined Arms Doctrine Directorate (CADD).)

(8) With JADD, FC, develops annual priorities for doctrine development, and upon CG, TRADOC approval, publishes them in the DWA. Provides JADD, FC, the completed DWA the TRADOC schools and centers submit. Monitors TRADOC school and center execution of the DWA.

(9) Coordinates, and determines publishing, printing, and distribution requirements for Army doctrinal publications, based on recommendations schools and centers submit.

(10) Conducts quarterly updates of the Army DLP portion of the DLMP (less ALSA publications) and provides TRADOC and non-TRADOC proponent portions of the DLMP to JADD, FC.

(11) Provides input, and assists JADD, FC, in doctrine technology integration and knowledge management.

(12) Ensures that Army FMs and PDs that are joint-related, or with joint applicability, are staffed with JADD, FC.

c. Integrates Army doctrine.

(1) Manages the Army doctrine hierarchy, to include assigning FMs to a tier, and assigning FM numbers.

(2) Ensures lower-tier FMs are consistent with higher tier publications.

(3) Ensures all doctrinal publications use the terms, definitions, and symbols in JP 1-02 and FM 1-02.

(4) Reviews proponent draft doctrine for consistency and integration.

d. Integrates Army doctrine with joint doctrine.

(1) Ensures Army doctrine is consistent with joint doctrine, where appropriate.

(2) Reviews joint doctrine; identifies and provides areas of concern to JADD, FC, for consideration.

(3) Provides representatives to forums concerning joint doctrine, in areas for which USACAC is the Army proponent.

(4) Ensures Tier 1 Army doctrine is coordinated with the DCS, Army G-3, other Services, combatant commands, MACOMs, Reserve Components, TRADOC subordinate commands, and non-TRADOC doctrine proponents, as applicable.

e. Integrates Army doctrine with multinational doctrine (with JADD, FC).

(1) Ensures Army doctrine is consistent with multinational doctrine, where possible.

(2) Reviews multinational doctrine to identify areas of concern, and provides concerns, issues, and recommendations to JADD, FC.

(3) Provides recommendations for incorporating MFC agreements (formerly, international standardization agreements) into U.S. Army doctrine, as required.

(4) Reviews and implements MFC agreements (formerly international standardization agreements) that the United States has ratified, per AR 34-1. Identifies, in doctrinal publications, MFC agreements those publications implement, per TRADOC Reg 25-30. Ensures subordinate proponents do the same.

f. Represents the Army in multinational doctrine committees.

(1) Provides the U.S. Head of Delegation to the North Atlantic Treaty Organization (NATO) Land Operations Working Group.

(2) Provides the U.S. Chairman to the American, British, Canadian, and Australian (ABCA) Armies' Standardization Program Command Capabilities Group.

(3) Provides representatives to other multinational doctrine forums addressing areas, or publications, for which USACAC has U.S. Army proponent responsibilities.

(4) Writes multinational doctrine, in areas for which USACAC is the doctrine proponent, for the equivalent U.S. Army doctrine, when the U.S. is assigned as custodian.

g. Supports JADD, FC in managing Army input to ALSA publications.

(1) Reviews all ALSA publications/actions and provides comments to JADD, FC.

(2) Participates in selected ALSA working groups, where USACAC is the doctrine proponent, and in areas where an ALSA publication may significantly affect Army doctrine.

h. Performs the following general functions—

(1) Maintains the Army Universal Task List (AUTL) in the Automated Systems Approach to Training (ASAT)/Army Training Information Architecture–Migrated (ATIA-M) database, and ensures continued linkage of the AUTL and Universal Joint Task List (UJTL). (See app G for information on preparing AUTL submissions.)

(2) Provides administrative assistance to DCSINT, HQ TRADOC, in the preparation of opposing force publications.

2-12. Director, Combined Arms Doctrine Directorate (CADD), USACAC, executes CG, USACAC's doctrine proponency responsibilities. These include all responsibilities listed in paragraph 2-11, above, except those CG, USACAC retains.

2-13. Commander, U.S. Army Combined Arms Support Command (USACASCOM) is the proponent for logistic (multifunctional logistic, transportation, quartermaster, ordinance, and missile and munitions) and force projection doctrine, as well as responsible for integrating other combat service support (CSS) branch doctrine, to include multifunctional medical, personnel, finance, and chaplain. The CG, USACASCOM—

a. Coordinates all doctrine development actions with USACAC.

b. Develops and manages appropriate doctrine development and consensus building for USACASCOM-, TRADOC-, and DA-assigned proponents for CSS doctrine, including participating in appropriate multinational logistic doctrinal forums (such as NATO and ABCA).

c. Reviews and implements MFC agreements (formerly international standardization agreements) that the U.S. ratified, per AR 34-1. Identifies, in doctrinal publications, MFC agreements those publications implement, per TRADOC Reg 25-30. Ensures subordinate proponents do the same.

d. Guides, coordinates, and integrates doctrine from various sources—for example, HQ TRADOC, USACAC, subordinate schools, Battle Command Training Program (BCTP), Battle Labs, Center for Lessons Learned (CALL), and other non-TRADOC agencies—into appropriate doctrinal products.

e. Provides doctrinal points of contact (POCs) and interface to subordinate schools.

f. Assists and supports USACAC and JADD, FC, in developing doctrine for joint, multi-Service, and multinational operations. Reviews joint, multi-Service, and multinational doctrinal products related to USACASCOM's proponency subjects. This process may include staffing joint, multi-Service, and multinational doctrinal products with subordinate schools.

g. Assists integrating validated CSS concepts into proponent doctrine.

h. Reviews and recommends approval of subordinate school PDs.

i. Manages the integration of subordinate school and branch doctrine. (Medical doctrine integration is limited to medical doctrine in multifunctional CSS publications only.)

j. Approves doctrinal publications, when CG, USACAC delegates that authority.

k. Manages resourcing of doctrinal requirements for subordinate schools.

l. Delegates responsibilities to subordinate schools, as appropriate.

2-14. Commandant, U.S. Army War College reviews and participates in selected working groups developing joint, multinational, and selected Army and multi-Service doctrine (such as, echelons above corps, corps, and division).

2-15. Director, ALSA develops selected multi-Service publications. The ALSA operates under a standing MOA between TRADOC and the other three Service doctrine centers (Marine Corps Combat Development Command, Naval Warfare Development Command, and Air Force Doctrine Center).

2-16. Doctrine proponents (TRADOC and non-TRADOC with MOAs/MOUs). Doctrine proponents initiate, prepare, approve, review, revise, consolidate, and identify for rescission doctrinal publications for which they are responsible. (See figure 2-2 for a list of Army doctrine proponents.) They—

a. Develop, prepare, and revise proponent, selected multi-Service, and when directed, joint and multinational doctrine, per this regulation and appropriate joint and multinational policy governing regulations.

b. Approve their proponent doctrinal publications, when CG, USACAC, or the appropriate MACOM delegates that authority. The CG, USACAC determines the approval authority for a doctrinal publication, when approving the PD for that publication. (See paras 4-4c–e.)

c. Review all proponent publications every 18 months, using the guidelines established in appendix E. Recommend rescission of obsolete publications.

- Headquarters, TRADOC, including TRADOC centers and schools
- John F. Kennedy Special Warfare Center and School (JFKSWCS)
- U.S. Army Space and Missile Defense Command (USASMDC)
- U.S. Army Medical Department Center and School, under direction of the U.S. Army Medical Command/Office of the Surgeon General
- The Judge Advocate General's School, U.S. Army, Combat Developments Department, under direction of TJAG, HQDA
- The U.S. Army Public Affairs Center (APAC)
- U.S. Army Materiel Command
- Assistant Secretary of the Army for Acquisition, Logistics and Technology (ASA (ALT))

Note: For more details on proponency, see AR 5-22.

Figure 2-2. Doctrine proponents

d. Identify the need for, and recommend new publications, or updates to existing publications, based on changes in TRADOC-approved and validated conceptual documents, and doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) solutions.

e. Prepare and staff PDs for new and revised doctrinal publications. Ensure that comments from staffing are incorporated, as appropriate. After staffing, forward all PDs to USACAC for approval (or concurrence from non-TRADOC proponents), with an information copy to JADD, FC.

f. Execute MOAs/MOUs, with other Services, for multi-Service publications for which they are designated lead agency.

g. Ensure proponent doctrine is integrated, both vertically and horizontally, with higher-level Army, multi-Service, multinational, and joint doctrine, and that it avoids conflicts with other Army doctrine. This includes ensuring doctrine that crosses functional lines is standardized, principles and tactics, techniques, and procedures (TTP) are integrated, terminology and symbology are standardized (see app B), and applicable regulations are complied with.

h. Review and implement MFC agreements the U.S. ratified per AR 34-1. Identify, in doctrinal publications, MFC agreements those publications put into practice, per TRADOC Reg 25-30. Ensure appropriate forecast for temporary duty (TDY) requirements account for anticipated MFC working group participation.

i. Advise the local school/center; JADD, FC; and HQ TRADOC (FC, IAPD) when revision or rescission of an FM affects, or violates, any approved MFC agreement.

j. Prepare decision papers and conduct DRAGs for their doctrinal publications.

k. Review other proponent doctrine for currency, relevancy, accuracy, consistency, and horizontal/vertical integration.

l. Coordinate and validate the doctrine portion of the annual ADTL program print requirements with DCSOPS&T (USATSC); JADD, FC; and USACAC.

m. Ensure all publications conform to the standards established in TRADOC Reg 25-30 and enclosure 1 to memorandum, HQ TRADOC, ATDO-D, 30 July 1998, subject: New Field Manual (FM) Format Specifications.

n. Recommend the initial print distribution of FMs they prepare, to support transition to the Army less-paper initiative, per prioritization guidelines in chapter 5. Justify publications submitted with a print recommendation, based on end-user requirements, and automation electronic capabilities.

o. Submit approved doctrinal publications to USATSC with a DA Form 260 signed by (coordinated with, for non-TRADOC proponents) Director, CADD, USACAC. To obtain CADD signature or coordination, send a completed DA Form 260, with an electronic PDF copy of the associated publication, Commander, USACAC (ATZL-CD), 1 Reynolds Avenue, Fort Leavenworth, KS 66027-1352. The CADD will return the signed DA Form 260 for inclusion with the material sent to USATSC.

p. Ensure publications contain the proper distribution restriction statement, per DA Pam 25-40, chapter 17.

q. Update the proponent portion of the DLMP quarterly. Use the DLMP as a tool for the life cycle management of doctrine, to include forecasting for POM doctrinal resource requirements.

r. Review joint, multi-Service, and allied joint draft doctrine on subjects within their proponent areas, as tasked by JADD, FC. TRADOC proponents forward comments directly to

JADD, FC, with information copies to USACAC (through USACASCOM, if appropriate) for incorporation into the Army position. Non-TRADOC proponents forward their comments to the appropriate MACOM. Comments will be submitted via E-mail as provided in requesting official's instructions.

s. Determine annual doctrine development requirements and priorities, based on priorities published in the fiscal year (FY) DWA, and submit them to USACAC for approval. Non-TRADOC proponents staff their annual prioritization and requirements with USACAC.

t. Staff all draft doctrinal publications with USACAC, and draft doctrinal publications, with joint or allied joint implications, with JADD, FC.

u. Develop a generic doctrine E-mail address that allows uninterrupted receipt of administrative information. Send the address to JADD, FC at doctrine@monroe.army.mil for posting on the Army Doctrine Online web site (under "Doctrine Development") and distribution throughout the doctrine community. Avoid using individual E-mail addresses, due to changes in positions and duty stations.

v. Serve as the Army PRA for joint doctrine, when tasked by HQDA, according to JP 1-01 (renumbered as CJCSI 5120.02 upon revision) and this regulation.

2-17. Preparing agencies. A preparing agency is any agency (government or contracted) a proponent designates to develop and coordinate an official publication. The proponent is fully responsible for any product a preparing agency produces. Preparing agencies, under proponent supervision, follow this regulation. Preparing agencies cannot approve a product for publishing or rescission.

2-18. Technical review authority (TRA). On occasions, a doctrinal proponent may designate, or request, a TRA to provide technical input and oversight to the development of an FM. Appointing a TRA is especially important when there is significant overlapping doctrinal subject matter contained in a proposed FM, and this overlapping content crosses MACOM lines. When developing the PD, proponents identify the TRA. The proponent must obtain TRA concurrence for the PD and the DRAG draft FM.

2-19. Roles of other Army organizations.

a. **Administrative Assistant to the Secretary of the Army (AASA**), as the functional proponent of the Army Publishing Program, provides publication guidance, through AR 25-30 and DA Pam 25-40; approves exceptions to DA policy; authenticates doctrinal publications; and indexes doctrinal publications.

b. **Director, APD,** on behalf of the AASA, has operational responsibility for all official departmental (Department of the Army (DA)) publications. This includes authenticating, indexing, printing, distribution, and exercising oversight of the standard generalized markup language (SGML) program used to produce printable electronic files.

c. **Chief of Staff, Army (CSA)** is the approval authority for FMs 1, 3-0, 7-0, and 22-100.

d. **Deputy Chief of Staff (DCS), Army G-3—**

(1) Provides Army staff (ARSTAF) supervision over doctrine proponents executing their doctrine missions, and resolves issues involving agencies outside TRADOC.

(2) Assigns the PRA, when DA is the lead agent (LA) for JPs.

(3) Reviews FMs, listed in figure 2-3, as part of the doctrine development staffing and integration process.

(4) Serves as ARSTAF proponent for Army, joint, and multinational doctrine.

(5) Serves as proponent for FMs 1 and 100-11.

(6) In support of the Joint Staff (JS) J-7, coordinate and consolidate all Army comments on AJPs and associated Army MFC agreements.

FM 1-02 (formerly 101-5-1), Operational Terms and Graphics – USACAC
FM 2-0 (formerly 34-1), Intelligence – Military Intelligence School
FM 3-0 (formerly 100-5), Operations – USACAC
FM 3-07 (formerly 100-20), Stability Operations and Support Operations – USACAC
FM 3-13 (formerly 100-6), Information Operations – USACAC
FM 3-90, Tactics – USACAC
FM 4-0 (formerly 100-10), Combat Service Support – Combined Arms Support Command
FM 5-0, (formerly 101-5), Army Planning and Orders Production – USACAC
FM 6-0, Mission Command: Command and Control of Army Forces– USACAC
FM 7-0 (formerly 25-100), Training the Force – USACAC
FM 7-1 (formerly 25-101), Battle-Focused Training – USACAC
FM 22-100 (new number 6-22), Army Leadership – USACAC
FM 71-100 (new number 3-91), Division Operations – USACAC
FM 100-7 (new number 3-93), Decisive Force: The Army in Theater Operations – USACAC
FM 100-8 (new number 3-16), The Army in Multinational Operations – USACAC
FM 100-14 (new number 5-19), Risk Management – HQ TRADOC Safety Office
FM 100-15 (new number 3-92), Corps Operations – USACAC
FM 100-17 (new number 3-35), Mobilization, Deployment, Redeployment, Demobilization – Transportation Center
FM 100-18 (new number 3-14), Space Support to Army Operations – Space and Missile Defense Command
Air Land Sea Application Center (ALSA) multi-Service publications (as requested by HQ TRADOC) – HQ TRADOC

Figure 2-3. Publications (with associated proponents) reviewed by DCS, Army G-3

Chapter 3
Foundations of Doctrinal Publications

3-1. Overview. The Army derives its legitimacy, and purpose as a profession, from its unique mission of "fighting and winning the nation's wars." Central to successfully accomplishing this mission is the Army's expertise. This expertise is founded, to a large extent, on the intellectual

capital of those who develop and contribute to its doctrine. Army operations are doctrine and standards based.

a. Army doctrinal publications standardize military principles, terms, and TTP throughout the Army. They form the basis for training, and the training products that support it. Training standards provide performance baselines to evaluate how well a task is executed. Together, doctrine and training form the key to Army readiness.

b. The military community often uses the terms "vision," "concept," and "doctrine" interchangeably, but they are not synonymous. In addition, soldiers and leaders often bunch TTP together, even though each term has a distinct definition. To develop coherent, understandable doctrinal publications, doctrine developers must completely understand the definitions of, and distinctions among, all these terms.

3-2. Vision. In the context of doctrine development, a vision is a description of how Army senior leaders believe military operations will be conducted in the future. It provides a comprehensive view of Army capabilities leading toward a desired end state.

3-3. Concepts.

a. A concept is a notion or statement of an idea—an expression of how something might be done. A military concept is the description of methods (ways) for employing specific military attributes and capabilities (means) to achieve stated objectives (ends). A concept may—after further development, experimentation, assessment, and refinement—lead to an accepted way of doing something. It is only after an accepted concept is validated and approved, with reasonable confidence, that it provides the basis for force planning.

b. Joint Operations Concepts and various supporting concepts are developed and refined through the joint concept development and experimentation (JCDE) process, as described in CJCSI 3010.02A and the Transformation Planning Guidance. The rescinded TRADOC Pam 71-9, which also governed TRADOC's development of Army concepts, will be republished as a regulation and supporting pamphlet (numbered 71-20), to align with the JCDE and CJCSI 3170.01D and Chairman of the Joint Chiefs of Staff Manual (CJCSM) 3170.01A.

c. Joint concepts provide input to the Joint Capabilities Integration and Development System (JCIDS) processes, and in conjunction with Army concepts, lead the Army CIDS process. Army CIDS implements a capabilities-based approach that better leverages the expertise of all governmental agencies, industry, and academia, to identify modifications to existing capabilities, and/or to develop new warfighting capabilities. This approach requires a collaborative process that utilizes the Joint/Army concepts and integrated architectures, to identify prioritized capability gaps and integrated DOTMLPF solutions (materiel and nonmateriel) to resolve those gaps. Doctrine is a critical part of this potential solution set.

3-4. Doctrinal publications. The types of doctrinal publications are joint, Service (which include Army FMs), multi-Service, and multinational. These publications are distributed in both electronic (digital library and compact disk–read only memory (CD-ROMs)) and print media. Doctrinal publications contain fundamental principles, terms, and TTP. Army doctrine

publications also establish standard military symbols and definitions for Army terms (see JP 1-02 for definition of joint and multi-Service publications).

a. **Doctrine.** Joint Publication 1-02 defines joint doctrine as "Fundamental principles that guide the employment of U.S. Military forces in coordinated action toward a common objectives." Joint doctrine contained in JPs also includes terms and TTP. Joint and Army doctrine is authoritative, but requires judgment in application. Army doctrine contained in FMs also consists of principles, terms, and TTP. Army doctrine is basically a body of thought on how Army forces intend to operate as a member of the joint force, in the present and near term, with current force structure and materiel. Doctrine applies across the range of operations and the spectrum of conflict. It focuses on *how* (not what) *to think* about operations and *what to train*. It provides an authoritative guide for leaders and soldiers, while allowing freedom to adapt to circumstances. While phrased to guide a commander's actions, doctrine also fosters initiative and creativity. Army doctrine should follow and be consistent with joint doctrine. If conflicts arise between Army and joint doctrine, follow joint doctrine.

b. **Fundamental principles.** Principles form the basis upon which Army forces guide their actions in support of national objectives. They provide the philosophical underpinning for initiatives, designed to help leaders be adaptive, creative problem-solvers required for military actions. These principles reflect the Army's collective wisdom regarding past, present, and future operations. They provide a basis for the Army to incorporate new ideas, technologies, and organizational designs. However, principles alone are not enough to guide operations. Additional levels of detail, and more narrowly applied guidance are needed. Tactics, techniques, and procedures contain this guidance. They support and implement principles, linking them with associated applications. The "how to" of TTP includes both descriptive and prescriptive methods and actions.

c. **Tactics.** Tactics involve the employment and ordered arrangement of forces in relation to each other. For the Army, tactics include the ordered arrangement and maneuver of units in relation to each other, the terrain, and the enemy to translate their potential into effective combat power. Primarily descriptive, tactics portray how to array and employ units against the enemy. Tactics always require the application of judgment. For example, establishing local security in a hostile environment requires leaders to consider the military aspects of terrain and arrange their force in a manner that best utilizes their resources and available positions. Employing a tactic may require using and integrating a number of techniques and procedures.

d. **Techniques**. Techniques are nonprescriptive ways, or methods, used to perform missions, functions, or tasks. They are the primary method of conveying the accumulated wisdom that successful units gain in operations. "Nonprescriptive" means more than one technique may be used to accomplish an assigned mission or function, based on the situation. Commanders base the decision to use any specific technique on their evaluation of the mission, enemy, terrain and weather, troops and support available, time available, and civil considerations. An example is a tactic covering an obstacle with direct and indirect fires. It is executed using the technique of emplacing machine guns on the flank, to fire down the length of obstacle, and mortars firing on the obstacle initially, then beyond it, to cut off withdrawal.

e. **Procedures**. Procedures consist of standard, detailed steps that prescribe how to perform specific tasks. They are prescriptive, and normally consist of a series of steps in a set order, and regardless of circumstances, are executed the same way, at all times. An example of a procedure is donning the protective mask.

f. **Terms and symbols**. Doctrine provides a common language that professionals use to communicate with one another. Terms with commonly understood definitions are a major component of that language. Symbols are its graphical representation. Establishing and using words and symbols of common military meaning enhances communication among military professionals, in all environments, and makes a common understanding of doctrine possible. Appendix B establishes policy and procedures for using terms, definitions, and standard symbols in Army doctrinal publications.

3-5. Doctrinal literature's contribution to training products. Training products (mission training plans, soldier training publications, programs of instruction, training aids, etc.) are not doctrinal literature. However, the material they contain is doctrinally based. Proponent schools and centers develop these products using approved doctrinal publications.

3-6. Characteristics of effective doctrinal publications. How the Army intends to conduct operations in the future, and the capabilities required to execute those operations, set the azimuth for doctrine development. The developer's objective is to produce doctrinal publications that clearly explain and describe principles, terms, and TTP. Such publications enhance the ability of Army forces to accomplish missions as a member of the joint force, across the range of military operations, and spectrum of conflict. Effective doctrinal publications are accurate, acceptable, well researched, flexible, understandable, consistent, concise, and timely.

a. Accurate doctrinal publications correctly describe how Army forces plan, organize, train, operate, and support soldiers, thereby contributing directly to the successful execution of operations.

b. Acceptable doctrinal publications contain doctrine that meets commanders' needs, and allows organizations to accomplish required tasks effectively and efficiently. They discuss principles and describe TTP that commanders use to train their organizations and conduct operations. Doctrine that is accepted and used across the force provides commanders with units that are interoperable and adaptive.

c. Well-researched doctrinal publications incorporate lessons learned from relevant history, exercises, recent operations, changes in the threat, and available technology.

d. Flexible doctrinal publications give soldiers, leaders, and organizations options to meet different and changing circumstances.

e. Understandable doctrinal publications convey a common understanding of *how to think* about conducting operations, and provide a common language for discussing training and operations. They are written clearly, and at the reading level of the target audience. They use

established joint and Army terms as much as possible. When necessary, they establish clear, well-defined terms, based on approved/validated concepts and consensus.

f. Consistent doctrinal publications do not conflict with joint, multi-Service, or other Army doctrinal publications. They include TTP that incorporate multinational agreements.

g. Concise doctrinal publications provide a comprehensive body of thought, while minimizing unnecessary repetition from other doctrinal and administrative publications/documents.

h. Doctrinal publications are developed, in a timely manner, to cover doctrinal voids, and update, or replace, obsolete TTP. Current doctrinal publications are essential to conducting training and synchronizing Army operations.

3-7. The Army doctrine hierarchy.

a. The Army doctrine hierarchy establishes the levels of Army doctrine, and provides a structure for Army doctrinal publications (see fig 3-1). It is similar to the JP hierarchy, and allows alignment of FMs with appropriate JPs, based on content and associated number assignment (see JP 1-01, chap V). (The new numbering system for FMs is discussed in app C.) The Army doctrine hierarchy provides the leeway for a flexible and responsive doctrine development process, and clearly establishes categories that show horizontal and vertical relationships. It does not drive doctrine development priorities, nor does it establish priorities for resourcing, force management, or other decisions. The hierarchy has two levels: Tier 1 (which corresponds to above-the-line JPs) and Tier 2 (which corresponds to below-the-line JPs).

(1) **Tier 1 FMs**. Tier 1 includes capstone FMs and keystone FMs.

(a) **Capstone**. The capstone category corresponds to the joint capstone category. It includes FM 1 and FM 3-0. The capstone FMs link Army doctrine with the National Security Strategy and the National Military Strategy. They are the primary link between joint doctrine and Army doctrine. Field Manual 1, prepared under the direction of the CSA, tells what the Army is, what the Army does, and how the Army does it. It points the way to the future, and establishes doctrine for employing land power, in support of the National Security Strategy and the National Military Strategy. It also delineates the Army's purpose, roles, and functions. Field Manual 3-0 is the backbone of Army doctrine. It links Army doctrine with JP 3-0, establishes the foundation for Army doctrine, and provides general guidelines for full spectrum operations, at all echelons.

(b) **Keystone**. The keystone category generally corresponds to the joint keystone category. Keystone FMs constitute the doctrinal foundation of a series of FMs, or address subjects that significantly affect the conduct of full spectrum operations. They are key integrating publications that link their subject doctrine with Army capstone doctrine and joint doctrine. They include branch FMs that show how branch operations contribute to full spectrum operations. Keystone FMs contain broadly applicable information. They focus on synchronizing and coordinating the varied capabilities of diverse Army forces, to successfully

accomplish missions across the range of military operations, throughout the spectrum of conflict.

(2) **Tier 2 FMs**. Tier 2 FMs are all FMs not designated as Tier 1. They are narrower in scope than Tier 1 FMs, and address subjects in varying levels of detail, depending on the subject, type of force, and echelon.

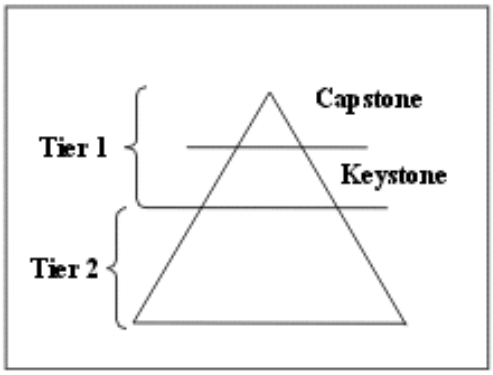


Figure 3-1. Army doctrine hierarchy

b. A current list of CG, USACAC-approved Tier 1 FMs and a graphic display of the Army Doctrine Hierarchy are located on the Army Doctrine Online web site (under "Doctrine Development," click "Hierarchy"). All other FMs that are not displayed in the tables and chart are considered Tier 2 FMs. The CG, USACAC establishes whether an FM is Tier 1or 2 when approving or (for non-TRADOC proponents) coordinating its PD. For additional questions or recommended changes to the hierarchy, E-mail CADD at web-cadd@leavenworth.army.mil.

Chapter 4
Development of Doctrine

4-1. Background. Developing doctrine is an involved and often time-consuming process. It requires careful planning, continuous coordination, and sufficient resources. Developing a doctrinal publication may require anywhere from 3 to 24 months, depending on the requirement and priority. It involves researching, analyzing, writing, editing, staffing (both internally and externally), obtaining approval, authentication, and dissemination. The time required for development depends on several factors: whether the material requires a new publication, revision of an existing publication, or consolidation of two or more publications; the scope and complexity of the material; the extent of the staffing/review required; availability of resources; and the level of the approval authority.

4-2. Army doctrine development process. The Army doctrine development process has six phases: (1) Assessment; (2) Planning; (3) Development; (4) Production; (5) Publishing and Dissemination; and (6) Implementation, Evaluation, and Rescission. In addition to this chapter, appendix E shows the stages of the development process, and associated estimated time values

to use, for planning and resource programming purposes. Each publication is different. During development, proponents determine how much time to devote to each stage, and may decide to omit a stage, due to time constraints, or early consensus. Factors proponents consider when making these decisions are discussed throughout this chapter, and in appendix. E. See the Army Doctrine Online web site (click on the "Army Doctrine Cycle" link under "Doctrine Development") for a graphical display of the doctrine development process.

4-3. Assessment. Proponents analyze future operational capabilities, through the CIDS process (normally as a member of an integrated concept team), and research and analyze existing doctrinal publications for currency, usefulness, and relevancy, to identify doctrinal requirements. Published FMs have no "shelf life." Proponents revise FMs when they determine the material is no longer current or relevant. The age of an FM is not a factor in determining whether to revise or rescind it. The primary decision criteria are the currency, usefulness, and relevancy of the material the FM contains. However, for resource forecasting, proponents assume that all publications are revised five years from their publication dates. (See app D and TRADOC Reg 25-30, para 3-1, for other factors to consider during assessment.) Understanding the organization's missions, equipment, and capabilities; approved/validated concepts that support future capabilities; the National Security Strategy and National Military Strategy; the Army's mission and long-range vision; and operational/training lessons learned are key to assessing existing doctrinal publications, and determining new requirements. Routine assessments help proponents determine whether there is a requirement for new doctrinal publications, or to revise, consolidate, or rescind existing publications. Revised doctrine is published in a revised FM or as a change to an existing FM.

a. Doctrine development requirements may result from the validated concepts formally processed through CIDS, examination of lessons learned, and reviews of existing doctrinal publications.

(1) **Validated concepts**. The Army CIDS process rigorously examines, analyzes, validates, translates, and integrates approved/validated concepts (Army and joint), to identify prioritized capability gaps, and integrate DOTMLPF solutions (materiel and nonmateriel), to resolve these gaps. The CIDS process leads to a better definition of the DOTMLPF solutions needed to develop the capabilities required in the concept. Doctrine requirements, generated as questions about concepts, are answered as concepts are validated. Changing existing doctrinal publications, or developing new doctrine, may be one of the many solution sets required to achieve those capabilities. (See TRADOC Pam 525-series and the Joint Vision web site for more details on approved concepts.)

(2) **Examination of lessons learned**. Proponents examine and analyze lessons learned from the following sources: information compiled during unit training, exercises and operational experience; observations collected at the combat training centers, or by the Combat Studies Institute and BCTP; changes in the operational environment; and other data CALL and the Joint Lessons Learned Team collects. Lessons learned are the key drivers of the preponderance of doctrinal requirements.

(3) **Review of doctrinal publications**. Proponents periodically review their doctrinal publications, to identify changes needed for their publications to support and be consistent with other Army, joint, multi-Service, and multinational doctrinal publications.

b. Based on their assessments, proponents determine whether a full revision, new publication, urgent revision, or field manual interim (FMI) is required.

(1) **Full revisions or new development**. Follow the routine development timeline (see fig 4-1) for a new FM (Tier 1 and 2), or full revision, when time is not a constraint.

(2) **Urgent revisions**. Urgent revisions, normally restricted to Tier 2 publications, follow a 3- to 6-month development time line. The product is a revised FM, or a change to an FM. Urgent revisions involve a PD, for notification only, and one 30-day staffing, limited to key organizations. This one-time staffing focuses on the updated/new information. Urgent revisions are limited to publications that require immediate update, or addition of critically important information, such as—

(a) A new or changed technique that reduces risk of soldier death, injury, or loss of equipment, and collateral damage to civilians.

(b) A significant, but limited, organizational change.

(c) Incorporation of a new MFC agreement crucial for multinational operations.

(3) **Field manual interim**. An FMI is a DA publication that provides expedited delivery of urgently needed doctrine the proponent has approved for use without placing it through the standard development process. Field manual interims usually contain TTP, but may contain discussions of principles. Unless an FMI is rescinded, information it disseminates is incorporated into a new or revised FM. Field manual interims expire after 2 years, unless superseded or rescinded.

(a) Proponents prepare FMIs, to meet immediate doctrinal needs, in cases where issuing a change to an existing FM is inappropriate. Field manual interims identify doctrine approved for immediate use in training and operations. Proponents request authorization to develop an FMI with a PD, which requires USACAC approval. Non-TRADOC proponents will staff PDs for FMIs with USACAC.

(b) Approval authority for TRADOC FMIs is the same as for FMs. Non-TRADOC proponents will staff draft FMIs with USACAC for coordination. An FMI is only approved when both the proponent and USACAC believe that the material it contains is “good enough” to satisfy the urgent need.

(c) Issuing FMIs is the exception, rather than the rule. Proponents prepare FMIs only in cases of urgent need. Under other conditions, proponents develop FMs. If it is possible to prepare a change to an existing FM in time to meet the urgent need, use urgent revision procedures to publish the change.

(d) Although doctrine contained in FMIs is approved for immediate use, FMs are the primary authority of doctrine. An FMI may supersede all, or part, of an FM. In that situation, the proponent rescinds the FM or publishes a change referring readers to the FMI. When doctrine in an FMI contradicts doctrine in an FM, the publication with the later date takes precedence. Throughout the life of an FMI, proponents collect feedback, to refine the doctrine it promulgates. Because FMIs expire after 2 years, it is imperative that proponents validate and incorporate doctrine contained in FMIs into FMs.

(e) Individual FMIs expire after 2 years, unless superseded by a new, revised, or changed FM. Unless otherwise notified, the APD rescinds FMIs in DA Pam 25-30, and removes them from Army Knowledge Online (AKO) upon their expiration dates. Proponents must notify USATSC by memorandum, with a copy to USACAC when an FMI expires. The USATSC then removes the FMI from the RDL. It is ultimately the proponent's responsibility to ensure a rescission occurred, including removal from the RDL and AKO.

(f) The APD and USATSC publish unclassified FMIs in electronic media only. They are placed on AKO and RDL, and advertised Armywide through the Defense Messaging System. Users reproduce FMIs locally, as required. Classified FMIs are electronically accessible through AKO-SECRET Internet Protocol Router Network (SIPRNET) (AKO-S).

(g) Prepare FMIs in the format of an FM.

4-4. Planning. Use the results of analyzed data, obtained during assessment, to prepare a PD. An approved PD is required before writing, or revising, an FM. It is the official document that establishes a doctrine development requirement, and authorizes the expenditure of resources, to develop the doctrinal publication needed, to meet the requirement. (See paras 4-5a through d, below, for resource considerations.) Normally, the development window starts when the proponent directs preparation of a PD and ends when a copy of the approved publication or final electronic file (FEF) is forwarded to ATSC and APD for publishing. The ultimate goal is to get the publication in the hands of the intended user. A PD (see format at fig 4-1, below) is a formal document that includes the "who, what, when, why, and how" details of developing a new, or revising an existing publication. It is similar to a statement of work for contractors. The PD highlights all aspects of producing a particular publication, and serves as a "contract" between the proponent and CG, USACAC. The development, staffing, and approval of PDs are designed to ensure that the proposed doctrinal publication identifies major issues, and adequately covers necessary topics. It is detailed to keep development focused.

a. Program directives provide initial guidance to doctrine writers and writing teams. Properly prepared and staffed PDs—

(1) Capture top-down guidance by requiring senior-level involvement.

(2) Allow higher headquarters to influence overall doctrinal priorities.

(3) Give higher headquarters a mechanism to ensure new and revised doctrinal publications are aligned with, and minimally duplicative of, other doctrinal publications.

(4) Allow other agencies early influence over the content of the publication.

(5) Establish a management audit trail.

(6) Document the preparation and production schedule.

(7) Authorize the commitment of resources.

b. Once a determination is made to write a new, or revise an existing FM, the proponent conducts enough research to determine the scope and proposed outline of the FM. (See TRADOC Reg 25-30, para 3-2, for details on research.) When the proposed outline is completed, the proponent initiates and staffs a PD, before moving forward with additional efforts. The PD is staffed with USACAC; JADD, FC; and selected doctrine proponents (see fig 2-2). The proponent identifies the agencies and organizations the action most affects, and asks them to comment. Program directives are staffed electronically.

c. Upon completion of staffing, the proponent makes appropriate changes to the PD, and forwards it electronically, with enclosures, through the chain of command, to USACAC for approval. Non-TRADOC proponents staff, for coordination (before approval), a copy of their PDs with Commander, USACAC (ATZL-CD), 1 Reynolds Avenue, Fort Leavenworth, KS 66027-1352, or via E-mail at web-cadd@leavenworth.army.mil. This coordination begins horizontal and vertical integration of the FM with existing doctrinal publications.

d. A PD that the proponent, or a representative, signed, and forwarded to USACAC for approval, constitutes a request to allocate resources to develop an FM. Approval of a PD constitutes authorization to do so. The USACAC Chief of Staff approves most PDs for CG, USACAC.

e. When approving PDs, USACAC determines the approval authority for FMs TRADOC proponents prepare. When approving PDs for TRADOC proponents, or during staffing of a draft PD for non-TRADOC proponents, USACAC assigns FM numbers. For new FMs, proponents may propose an FM number in the PD. However, USACAC assigns the actual number.

[Office Symbol] [Date]

MEMORANDUM THRU [USACASCOM, or non-TRADOC proponent, if applicable (THRU addressee recommends approval).]

FOR Commander, USACAC, (ATZL-CD (ALMD)), 1 Reynolds Avenue, Fort Leavenworth, KS 66027-1352

SUBJECT: Program Directive for [publication number/proposed publication number and title].

1. PURPOSE: [One-line statement indicating intent is to: (1) develop a new FM; (2) full revision of an existing FM; (3) perform an urgent revision of an FM; (4) consolidate two or more existing FMs, or (5) develop an FMI.]

2. JUSTIFICATION: [Statement that includes major reasons why the action in paragraph 1 is required. The proponent must be specific, utilizing the data analyzed during assessment.]

3. REFERENCES: [Include information, such as formal directives, command guidance, and test/experiment results addressing the development requirement. Do not include existing regulations, administrative instructions, or routine guidance.]

4. DEVELOPMENT PRIORITY/TIER/TYPE OF EFFORT: [Describe the urgency of need (low, medium, or high priority), tier of the proposed publication, and whether the effort is a new start, a full revision, or an urgent revision. NOTE: By definition, an urgent revision is a high-priority effort.]

5. SCOPE: [Briefly describe the scope of the proposed/revised publication. Propose a publication number here, if desired.]

6. TARGET AUDIENCE: [State to whom the doctrinal publication is specifically targeted.]

7. STAFFING PLAN: [Describe the staffing plan. As a minimum, include a critical coordination list, identifying the agencies and organizations with which the publication must be staffed.]

8. APPROVAL AUTHORITY, PROPONENT/PREPARING AGENCY, AND TRA INFORMATION: [Include the proponent, recommended publication approval authority, and, if applicable, separate preparing agency title and office description. The proponent must also identify a TRA, if two or more proponents have significant interest in the content.]

Figure 4-1. Program directive format

[Office Symbol]
[SUBJECT]

9. POTENTIALLY IMPACTED PUBLICATIONS: [List other publications, joint and multinational publications, and training products (such as mission training plans, soldier training publications, and programs of instruction) that are significantly affected. Describe what actions are planned/underway to align/synchronize that publication with them. If the list is extensive, place it in an enclosure.]

10. RECOMMENDED DISTRIBUTION: [State the rationale if a requirement exists for hard copy distribution. Publications used at the lower echelons (brigade and below) usually require hard copy distribution, because of unit automation limitations. Note: All unclassified FMs are distributed digitally via the AKO, RDL, and the annual FM CD-ROM set. FMIs are distributed in electronic media only.]

11. OTHER RELEVANT INFORMATION. [Address any relevant information not covered, for example, parallel training publications being developed.]

12. POC. [Enter name, rank/grade, phone number, and E-mail address. Include the E-mail address of the office that will prepare, or oversee, preparation of the publication.]

3 Encls

SIGNATURE BLOCK
(Authority recommending approval)

1. MILESTONES. [Include projected milestones, from writing the initial draft, to completing the camera-ready copy.]
2. PROPOSED OUTLINE. [At a minimum, include proposed chapter titles and key appendixes.]
3. PD COORDINATION LIST AND RESULTS. [List agencies/organizations with which the PD was coordinated, and any unresolved critical and major comments that resulted. At a minimum, electronically staff with those agencies/organizations identified as "critical input required" in paragraph 7.]

CF: [List JADD, FC and all affected organizations and agencies identified in paragraph 7. Send them copies of the approved PD.]

Figure 4-1. Program directive format (cont)

4-5. Development. Doctrine development is decentralized. The CG, TRADOC establishes priorities, based on USACAC's recommendation. These priorities are published in the instruction portion of the FY DWA. Proponents provide input to USACAC's recommendation. Proponents assess their requirements and allocate resources—including personnel (military and

DA civilians), contract dollars, equipment, and time—to complete the project. Proponents may designate a preparing agency; however, proponents retain overall responsibility for the product.

a. **Manpower**.

(1) **Writing team composition and skills**. In addition to the doctrine writer/writing team, the proponent identifies the supervisor or writing team leader (preferred military or DA civilian); the editor; visual information specialist (VIS); and other support personnel. (TRADOC Reg 25-30, chap 2, discusses the team concept of doctrine development, and lists the responsibilities of each team member.) A proper mix of military (for accuracy), DA civilians (for continuity), and contractors (for additional support, as required) ensures necessary doctrinal publications are written, and doctrine development expertise remains in the Army over the long term. To meet the challenge of producing sound doctrine, proponents—

(a) Assign doctrine writers, based on a wide variety of skills, attributes, special abilities, education, and experience. Ideally, doctrine writers have technical expertise in the subject matter, relevant operational experience, and enough time to complete the project, before reassignment.

(b) Provide applicable training, guidance, and instruction to team members, and ensure they are familiar with the provisions of this regulation, TRADOC Reg 25-30, the Army FM format, and the doctrine development process.

(2) **Sources of supplemental assistance**. Proponents may consider the following supplemental assistance to offset manpower shortages:

(a) Reserve Component personnel, in the following categories: active duty for special work, Active Guard Reserve, annual training, inactive duty for training, troop program unit or individual ready reserve, and individual mobilization augmentees.

(b) Short-term ad hoc writing teams, composed of personnel from within, or outside, the command.

(c) Personnel awaiting the start of an Army school, or awaiting reassignment.

(d) Contractors, per AR 5-20.

(e) Students at Army schools, consistent with course goals and objectives, and time available.

(3) **Programming manpower requirements**. See appendix E for factors to use when programming manpower requirements.

b. **Hardware and software**. As TRADOC migrates away from the use of the ASAT (see http://www.asat.army.mil/), new requirements are being identified and tested for a future doctrine development system (see http://www.atimp.army.mil/). Until the new system is fielded, proponents use current office automation products and communications capabilities.

c. **Time**. The proponent recommends development milestones in the PD. Use table 4-1 to determine estimated time lines for developing a new or revised FM. (Actual values depend on several factors; among them, whether an initial draft (ID) is needed, the length of the FM, the complexity of the topic, and the urgency of the project.) See TRADOC Reg 25-30, paragraph 3-1d, for a description of how to project milestones.

Table 4-1
Doctrine development time requirements

Stage	Accelerated Development (in months)		Routine Development (in months)	
	Time for Stage	Time Elapsed	Time for Stage	Time Elapsed
Program Directive	1	1	2	2
Staffing of Program Directive	1	2	1	3
Author's Draft/Initial Draft	0	2	6	9
Staffing of Initial Draft	0	2	1.5	10.5
Final Draft	4	6	5	15.5
Staffing of Final Draft	1.5	7.5	1.5	17
DRAG Draft	0	7.5	2	19
Staffing of DRAG Draft	0	7.5	1	20
Conduct DRAG	0	7.5	0.5	20.5
Final Approved Draft	1.5	9	0.5	21
Prepare Camera Ready Copy (CRC)	1	10	2	23
Distribute (Final Quality Assurance, Authenticate, Publish)	2	12	2	25

d. **Funds**. Required funds include money for temporary duty, contractor support, temporary civilian support, and necessary equipment.

e. **Research and writing**. TRADOC Reg 25-30, paragraph 3-2, discusses researching and writing doctrinal publications. Paragraph f, below, describes the FM development stages, and the writing and research associated with each.

(1) Appendix E identifies estimated time values (ETV) (man-hours) that are used to forecast doctrine development resource requirements. As new development requirements are identified, periodic updates to this appendix, published as a change to this regulation, are posted on the TRADOC homepage, Army Doctrine Online web site, under "Doctrine Development," or AKO, with follow-up notifications.

(2) At a minimum, an editor should review draft doctrinal publications, for organization and logic, before formal staffing.

f. **Staffing**. All draft FMs are staffed Armywide at least once. Most new FMs, and some Tier 1 FM revisions, require Armywide staffing twice (an ID and a final draft (FD)). The goal is to ensure consensus is built, and appropriate input is received. The recommended method to staff draft publications Armywide is to post them on a web site (such as AKO or proponent web

sites) and send an instructional review message, to target audience, via E-mail. Drafts posted for staffing must be password protected. Avoid hard copy (print/CD-ROM) mailing of products for review, if possible. Using automated system software capabilities for tracking changes (line in/line-out format; see fig 4-2, below) and characterizing comments reduces the time required to review, adjudicate, and incorporate comments. The proponent should provide detailed instructions on the desired format for comment submission. Coordination and consensus from other affected proponents, and the users, are important in developing doctrinal publications. It is important to resolve all critical and major comments. Before finalizing an FM, proponents solicit agreement and consensus from as many affected organizations as practical. Provide enough time for other agencies/organizations to conduct a careful and thorough analysis. Most organizations require 45 calendar days to properly review a draft FM. (For additional guidance on staffing, see TRADOC Reg 25-30, chap 5; see the Army Homepage for installation information. Telephonically obtain current POC E-mail addresses, when necessary. A list of generic doctrine proponent E-mail addresses is available on the Army Doctrine Online web site.)

. . .manage their publications under the staff supervision of the DCS, Army G-3, HQDA, and according to guidance prescribed by the ~~U.S. Army Publication Agency (USAPD)~~ Administrative Assistant of the Secretary of the Army in AR 25-30. [Substantive comment - Rationale: USAPD is no longer proponent for AR 25-30.]

Figure 4-2. Example of line-in/line-out format

(1) **Types of drafts**. When preparing and staffing an FM, use the following names to designate the development stage and type of draft publication:

(a) **Author's draft**. Under normal circumstances, doctrine writers/writing teams may require 3 to 6 months to research, analyze, write, and rewrite a draft FM. For new starts, an author's draft (AD), sometimes called an in-house draft, may be needed before formal staffing. Revisions may not require an AD. The AD (which corresponds to the *preliminary draft* and *coordinating draft used for internal staffing* in TRADOC Reg 25-30, chap 4) is an in-house rough draft of the publication, provided to a selected audience, mostly from within the proponent organization, to verify the appropriateness and direction of the writing effort. It is circulated within the agency preparing the publication, to obtain feedback before releasing a product for staffing. The author incorporates comments from the internal staffing into the AD, to prepare the ID.

(b) **Initial draft**. The ID (which corresponds to *external staffing of the coordinating draft* in TRADOC Reg 25-30, para 5-1b) is used to obtain comments from organizations outside the proponent. The ID is staffed Armywide and with selected non-Army agencies. All new FMs require staffing an ID. For revised FMs, proponents may determine that only one Armywide staffing is required. In those cases, an ID is not used; the revised FM is staffed as a FD.

(c) **Final draft**. The FD (which corresponds to the *final edited draft* in TRADOC Reg 25-30, para 5-2) is developed, based on follow-on research/analysis, and comments received from staffing the ID. Staff the FD to agencies that commented on the ID, if the FD

includes no major changes. (When not using an ID, staff the FD Armywide.) If a staffed FD requires significant revisions, or a significant amount of time elapses without the FD revised into a DRAG draft, the proponent may restaff the FD, or the revised portions that require issue resolution. A FD sent out for restaffing is called a *revised FD*.

(d) **DRAG draft**. To prepare the DRAG draft (which corresponds to the *final approved draft* in TRADOC Reg 25-30, para 5-3), incorporate comments from the staffing of the FD. (Use the name "DRAG Draft," even if a DRAG is not necessary.) When a DRAG is required (see para 4-6g(2), below), staff the DRAG draft with all DRAG participants. Provide copies to the approving authority and the DRAG chair, if they are not the same person. If a DRAG is not necessary, send the DRAG draft to the approving authority, with a decision paper, for approval. For FMs approved by decision paper, the DRAG draft becomes the final approved draft (FAD).

(e) **Post-DRAG draft**. To prepare the post-DRAG draft, incorporate changes the approving authority directed during the DRAG. Forward the post-DRAG draft to the approving authority for final approval when directed. Upon approval, the post-DRAG draft becomes the FAD. If a decision paper is used to obtain FM approval, a post-DRAG draft is normally not prepared.

(f) **Final approved draft**. The FAD is normally developed based on the draft (DRAG or post-DRAG) that the approval authority approves. During the period between publication approval and APD authentication, proponents may post the FAD on their web site. Label FADs posted on a web site "Final Approved Draft" and ensure they are password protected. The FAD is removed from the proponent's web site once the publication is authenticated and posted to the AKO/RDL. Proponents may establish a link to the RDL from their web sites, to provide access to the authenticated publication.

(g) **Camera-ready copy, printer dummy, and FEF**. The FEF is the file sent through USATSC, to APD, for authentication and publishing. Submit FEFs of approved publications to USATSC in two formats: PDF and either HTML or Microsoft Word. In addition, submit copies of the first page and authentication page in Microsoft Word. (Ensure these are identical to those pages in the PDF file.) The USATSC uses the Word files to insert the publication date and authentication number when received from APD. The CRC (a hard copy of the publication, printed single sided, that the publishing company uses for printing) and a printer dummy (a hard copy of the publication, printed on both sides of a page, and assembled exactly like the printed publication is to look) are developed from the FEF. Proponents prepare the CRC to the standards in TRADOC Reg 25-30, DA Pam 25-40, and the Army Field Manual format. Produce a CRC and printer dummy, only if there is a requirement to print hard copies for distribution. If no hard copies are required, the proponent forwards only the FEF (word processing and PDF) and DA Form 260 to USATSC. Post only FADs on a web site, not FEFs.

(2) **Electronic staffing**. Proponents will staff doctrinal publication electronically as much as possible. The preferred staffing forum is the AKO Collaboration Center. Proponents may use the HQ TRADOC-established doctrine community or create their own doctrine subcommunity. (See the AKO tutorial for instructions. For more details, call TRADOC POC at commercial 757-788-4134 or Defense Switch Network (DSN) 680-4134.) Since draft

publications do not contain approved doctrine and are not used as authoritative sources, password-protect all draft doctrinal publications posted to web sites. The Internet is a public forum; therefore, it is not appropriate for material containing raw data or sensitive information (such as, after-action reports, initial lessons learned, or concepts) unless security safeguards are in place. (For additional guidance on posting material on web sites, go to http://www.army.mil/webmasters/ and TRADOC Reg 25-70, para 7f.) Before placing a draft doctrinal publication on the Internet for staffing, proponents must—

(a) Ensure it is releasable to the public, per AR 380-5.

(b) Clear it with the public affairs office, or higher headquarters, where applicable.

(c) Comply with laws regarding copyrights, registered trademarks, and intellectual property rights (primarily for the FD before obtaining approval).

(d) Specify the publication number, date, title, and stage of development (ID, FD, or DRAG draft).

(e) Ensure it is password protected. Password protection is necessary to ensure draft doctrinal publications are only available to those with a need to know.

(f) Place the following statement on the front cover and title page of the draft manual: "*The material in this manual is under development. It is NOT approved doctrine and CANNOT be used for reference or citation. The approved FM is still current and must be used for reference, or citation, until this draft is approved and authenticated.*"

(g) Place the words "DRAFT—NOT FOR IMPLEMENTATION" across the top of each page of all drafts, including electronic versions.

(3) **Army doctrinal publication coordination**. Coordinate Army doctrinal publications as follows:

(a) Doctrine writers/writing teams will, at minimum, coordinate draft Army doctrinal publications with selected target audience representatives, as directed in the PD. Drafts of all publications at figure 2-1 are staffed with DA G-35 (DAMO-SSP) and JADD, FC.

(b) Commanders and commandants will provide additional guidance, to their associated schools, regarding review authorities and internal coordination requirements.

(4) **Reviewer responsibilities and types of comments**. Reviewers provide comments in the proponent-specified format. Supporting rationale is required. Reviewers will—

(a) Conduct a careful and detailed review of the contents, to ensure accuracy, adequacy, and consistency; minimize modifications at later stages of production; and minimize redundancy with other publications. Reviewers should not wait until the FD to begin a "serious" review; doing so defeats the purpose of staffing an ID. Completing doctrine development, in a timely manner, requires senior leader involvement early in the staffing

process. The comments should reflect the position of the organization, especially if it is labeled a major or critical comment. Critical and major comments require the organization's director (colonel/civilian equivalent) or higher-level chief approval.

(b) Provide detailed and specific comments, categorized as *critical*, *major*, *substantive*, or *administrative*. Use the *critical* designation prudently. If the issue does not warrant concern at the general officer level, do not designate it critical.

- **Critical comments**. Urgent or vital concerns that require action affecting a major area of the publication. It is essential to resolve critical comments as soon as possible. Nonresolution results in nonconcurrence, usually requires general officer/civilian-equivalent involvement, and delays publication.

- **Major comments**. Significant concerns of considerable importance that affect areas of the publication, but not at the critical level. Resolve major comments before publishing; nonconcurrence may result if not satisfactorily resolved. May include detailed comments addressing a general concern with a subject area, the thrust of the draft, or other topics that, taken together, constitute the concern.

- **Substantive comments**. Comments reserved for sections of the publication that are, or appear, incomplete, misleading, or confusing. If valid comments, resolve before publishing.

- **Administrative comments**. Comments that correct inconsistencies between sections, or errors involving grammatical misusages, typographical, format errors, or any other administrative corrections needed. Reviewers should limit administrative comments to errors and inconsistencies, unless the proponent states otherwise. Editors will correct administrative errors when they prepare the FEF.

(c) Participate in the DRAG, when necessary, to resolve critical and major comments.

(5) **Resolution of critical and major comments**. Proponents must make every effort to resolve critical and major comments received from key staffing agencies. Address unresolved critical and major comments in a DRAG for the approval authority to resolve. It is recommended that the proponent convene an in-house review team, or host a pre-DRAG, to review critical and major comments. This review ensures incorporation of resolved comments into the DRAG draft, and unresolved comments into the DRAG agenda.

g. **Approval**. The author, after revising the FD based on staffing comments, prepares the DRAG draft for submission to the approving authority. If all critical and major comments are resolved, the author may forward the DRAG draft for approval under a decision paper. If critical or major comments are not resolved, a DRAG may be necessary.

(1) **Approval by decision paper**. A decision paper is used, both internally and externally, for a doctrinal publication with few, if any, unresolved issues after staffing. The approving authority may require a decision brief, as well as a decision paper.

(2) **Approval by DRAG**. A DRAG is a conference among the parties involved with, or interested in, the issues. A DRAG is required when nonconcurrences (unresolved critical and major comments) from key staffing agencies remain after final staffing. Otherwise, conduct a DRAG whenever the proponent deems it necessary to resolve critical or major issues. This may be early in the development process.

(a) Conduct a DRAG in one of two ways:

- **Onsite**. An onsite DRAG is normally used for Tier 1 FMs that contain broad-in-scope, significant, and contentious issues. The onsite DRAG may include school commanders/commandants; TRADOC, USACAC, and USACASCOM commanders, or their representatives; and others who have an interest in the issues. It allows face-to-face interaction between the DRAG chair, proponent, and key users.

- **Electronic**. Video teleconference (VTC), closed-circuit television network, or another electronic method is used for selected publications with minimal contentious issues. Because it is convenient and cost-effective, this form of DRAG is the one most commonly used. However, it does require extensive scheduling of dates and times with participants and the VTC center. Consider the time zones in which participants live when scheduling VTCs.

(b) When a DRAG is required, the responsible proponent:

- Distributes a pre-DRAG packet to all participants, 30 days before the DRAG. A pre-DRAG packet consists of a copy of the DRAG draft, a statement of the purpose of the DRAG, a list of unresolved critical and major comments, and a list of participants.

- Prepares a memorandum, for the approval authority, addressing the type of DRAG, to include the DRAG chair, date of the DRAG, attendees, and, if appropriate, the location.

- Makes all necessary administrative and facility arrangements.

(c) The approving authority resolves all issues during the DRAG, unless a headquarters equal, or superior, to the approving headquarters challenges, or nonconcurs, with the decision. In this case, forward the issues to the next higher headquarters, TRADOC, or DA for resolution.

(3) **Post-DRAG actions**. Once the DRAG is concluded, the proponent ensures that any final changes are incorporated into the post-DRAG draft, which incorporates all final publication elements for approval. This may entail formal follow-up actions with the approval authority, DRAG chair, or DRAG participants. (See TRADOC Reg 25-30, para 5-3.) The post-DRAG draft is then submitted to the approval authority under a decision paper. Once approved, the post-DRAG draft becomes the FAD. The author, editor, and VIS prepare the FEF and CRC

based on the FAD. Proponents may post FADs on their web sites (under password protection) until the FM is authenticated.

h. **Historical files**. Doctrine writers/writing teams maintain an audit trail (historical file) of the comments/recommendations they accept or reject, including rationale for the rejection of critical and major comments. Proponents will apprise reviewers of reasons for not accepting their critical and major comments, to further the consensus-building necessary to validate doctrine and allow reviewers to respond with additional justification. In addition, proponents will maintain files, containing recommended changes received for authenticated doctrinal publications, until the publications are revised. These files support assessments of publications.

i. **Editing and format**. Allocate enough time to edit doctrinal publications. Use table 4-1, above, as a guide for estimating the time required for writing and editing each draft. TRADOC Reg 25-30 contains approved doctrine editorial style. When revised, TRADOC Reg 25-30 will include style guidance contained in DA Pam 25-40. The current format for FMs was established in Memorandum, HQ TRADOC, ATDO-D, 30 July 1998, subject: New Field Manual (FM) Format Specifications, enclosure 1, *Army Field Manual (FM) Format*. All FMs are now prepared in this format. Doctrinal publication templates are found on the Army Doctrine Online web site (under "Doctrine Development," click on "Resources," then "ASATD Templates") or the ASAT web site (under the "Doctrine" link). These templates provide the required formatting and layout of a FM. Based on new requirements at http://www.atimp.army.mil/, a new capability will supersede the ASAT site in the near future. Doctrine developers should forward requests for format exceptions, or recommended changes to the format, with rationale, to Commander, USACAC (ATZL-CD), 1 Reynolds Avenue, Fort Leavenworth, KS 66027-1352, or via E-mail to web-cadd@leavenworth.army.mil.

j. **Development of multi-Service, joint, and multinational publications**. Proponents participate in developing multi-Service (including those that ALSA develops), joint (such as JPs), and multinational publications as outlined below:

(1) **Multiservice doctrinal publication development**. For development of multi-Service doctrinal publications (except those that ALSA develops), TRADOC and non-TRADOC proponents, with MOAs/MOUs, will follow this regulation, DA Pam 25-40 (chap 15), TRADOC Reg 25-30 (para 5-1b(4)), and existing multi-Service agreements.

(a) **Army as lead**. When the Army is designated as the lead Service, the appropriate proponent is assigned, and required to form and chair the multi-Service working groups, compiles drafts for staffing within the Army and participating Services (via Service liaison office, or directly with the Service doctrine centers), adjudicates comments, obtains Services' approval and numbering, and publishes for the Army, using regular procedures, via APD and USATSC. (Figure 4-3 lists contact information for the Service doctrine centers. TRADOC proponents electronically forward multi-Service publications, requiring staffing at HQDA, through Commander, USACAC (ATZL-CD), 1 Reynolds Avenue, Fort Leavenworth, KS 66027-1352 (mailto:web-cadd@leavenworth.army.mil) to DA G-35, (DAMO-SSP).)

(b) **Other Services as lead**. If another Service is the lead Service (see fig 4-3, below), the Army's participating proponent must attend the working groups that develop the

drafts, staff the drafts within the Army, obtain an FM number for the publication (from USACAC), and obtain appropriate Army authentication through normal publication channels, prior to other Services publishing. The proponent obtains the FEF and a hard copy CRC (only if printing is required) of the publication, for forwarding to USATSC (with DA Form 260) for authentication, initial print (if required), distribution, and posting on the RDL/AKO.

Army (for joint, multi-Service (ALSA only), and multinational doctrinal publications only). Commander, TRADOC, Futures Center, JADD (ATFC-RD), 33 Ingalls Road, Fort Monroe, VA 23651-1067; 757-788-3951/DSN 680-3454; E-mail: doctrine@monroe.army.mil; web site: http://doctrine.army.mil/ .

Marines. Marine Corps Combat Development Command, Joint Doctrine Branch, 3300 Russell Road, 3rd Floor, Suite 318A, Quantico, VA 22134-5021; 703-784-2871/DSN 278-2871, E-mail: mengesca@mccdc.usmc.mil; web site: https://www.mccdc.usmc.mil/index.htm. (If unable to access directly from this link, type the URL address in your browser and enter.)

Air Force. Air Force Doctrine Development, HQ AFDC/DR, 155 North Twining Street, Maxwell AFB, AL 36112-6112; 334-953-5421/DSN 493-5421; E-mail: doctrinewatch@doctrine.af.mil; web site: https://www.doctrine.af.mil/.

Navy. Navy Warfare Development Center, Sims Hall, 686 Cushing Road, Newport, RI 02841-1207; 401-841-4201/DSN 948-4201, E-mail: nwdcweb@nwdc.navy.mil; web site: http://www.nwdc.navy.mil.

Figure 4-3. Service doctrine centers

(2) **Army approval of multi-Service publications**. As the Army doctrine proponent, CG, USACAC is approval authority for all Army multi-Service doctrinal publications TRADOC proponents prepare. The CG, USACAC may delegate approval authority to a school or center commandant when approving the PD for a multi-Service doctrinal publication.

(3) **ALSA-developed multi-Service publications**. The ALSA is a joint, cross-departmental organization, the four Services chartered, to rapidly respond to Service interoperability issues. Its primary focus is to develop multi-Service publications. Projects are designed to fill interoperability voids between units, staffs, and the Services. The ALSA facilitates multi-Service working groups, staffs drafts worldwide for consensus, and obtains appropriate Service approval for publishing.

(a) An MOA charters ALSA, under the authority of the Commanders, TRADOC, Marine Corps Combat Development Command (MCCDC), Navy Warfare Development Command (NWDC), and Headquarters, USAF Doctrine Center (AFDC). A general/flag officer JASC directs ALSA. The JASC comprises the Deputy Director, FC; Director, Expeditionary Force Development Center, MCCDC; Commander, NWDC; and Commander, HQ AFDC. (For more details about ALSA, see https://lad.dtic.mil/alsa/ or E-mail alsadirector@langley.af.mil.)

(b) Headquarters, TRADOC approves ALSA-developed multi-Service publications for the Army. The CG, TRADOC delegated approval authority to the Deputy Director, Futures Center.

(4) **Joint doctrinal publications**. Joint publications are developed and coordinated according to JP 1-01. Army agencies participate in JP development in one of the following roles:

(a) **Army LA and TRADOC PRA**. Under the supervision of DA G-35, (DAMO-SSP), the PRA develops drafts, based on guidance provided in the PD and JP 1-01. When TRADOC is assigned PRA, JADD, FC, may appoint a subordinate organization as the preparing agency. This preparing agency assumes PRA responsibilities. The PRA normally convenes a joint working group (JWG) and coordinates development of the publication. The PRA may appoint, or request, one or more TRAs from TRADOC sources. The PRAs request appointment of TRAs from sources outside TRADOC through DA G-35 (DAMO-SSP). During development, the PRA—

- Consolidates input from the JWG, and develops/distributes the first draft for review and comment to each combatant command, JS doctrine sponsor, Service, Service doctrine center/command, Joint Warfighting Center, and TRAs via the Joint Electronic Library at http://www.dtic.mil/doctrine/.

- After reviewing and incorporating comments/recommendations on the first draft, prepares the proposed publication for second draft coordination.

- Conducts JWGs, as required, and attempts to resolve all critical and major issues during publication development.

- Forwards the proposed publication electronically through JADD, FC (ATFC-RD) (doctrine@monroe.army.mil), to DA G-35 (DAMO-SSP). Identifies any unresolved critical and major issues in the transmittal letter.

(b) **Army LA and non-TRADOC proponent PRA**. Non-TRADOC proponents fulfill the PRA responsibilities outlined in paragraph (a), above. In this situation, staffing within TRADOC is the responsibility of JADD, FC. Joint and Allied Doctrine Division, FC, staffs, consolidates, and forwards comments to the PRA or LA (based on staffing guidance).

(c) **Army not LA**. When the Army is not LA, staffing of draft PDs, draft JPs, and assessments within TRADOC is a JADD, FC responsibility. During staffing, JADD, FC consolidates comments from TRADOC centers and schools, and forwards a consolidated TRADOC position to DA G-35 (DAMO-SSP). Headquarters, DA receives and consolidates comments from all other MACOMs, and provides the Army position to the JS doctrine sponsor.

(5) **Multinational doctrinal publications**. North Atlantic Treaty Organization and ABCA doctrine is developed similarly to Army and joint doctrine, but with some differences. North Atlantic Treaty Organization publications are developed and coordinated in accordance with Allied Administrative Publication No. 3 (AAP-3) located at http://nsa.nato.int/ (password

required), the J-7 Staffing Guide for Allied Joint Publications, and AR 34-1. The NATO's comment hierarchy is slightly different than the Army and joint hierarchy:

- Critical Comment - would cause U.S. not to ratify or to register a reservation because of a significant difference between the proposed NATO doctrine and U.S. joint doctrine and/or policy.
- Substantive Comment - same as Army/joint meaning discussed in paragraph 4-5f(4) above.
- Editorial Comment - same as Army/joint definition of administrative comment.

For management purposes, multinational doctrine development actions are broken into two separate areas--development of AJPs, and the development of tactical-level Army related multinational publications. The management and staffing procedures for each of these areas follow:

(a) **Allied Joint Publications**. All AJP actions, to include allied joint related MFC agreement actions, are centrally managed through DA G-35 (DAMO-SSP) as follows.

- DA G-35 (DAMO-SSP) will consolidate TRADOC and applicable non-TRADOC doctrine organizations' comments, determine specific Army positions, and provide them to the JS J-7. They will also provide formal Army ratification recommendations to the JS J-7 for all MFC agreement actions.

- TRADOC FC, JADD is the lead TRADOC organization for staffing, consolidating TRADOC comments, and determining specific TRADOC positions on all AJP actions before forwarding to DA G-35 (DAMO-SSP). JADD will provide a copy of the consolidated comments to all applicable TRADOC schools and centers, to include USACAC, CADD.

(b) **Tactical-level Army multinational publications**. Tactical-level multinational doctrine development is generally decentralized, with the exception of ratification actions. Specific procedures and responsibilities follow:

- TRADOC and non-TRADOC doctrine proponents participate in tactical NATO Army related working groups, and develop and provide comments on tactical-level Army related multinational actions in accordance with local commander guidance.

- The lead TRADOC or non-TRADOC proponent will staff tactical-level Army multinational publication study drafts, working group reports, etc., to other potentially affected proponents, as necessary, to ensure proper integration.

- FC, IAPD will coordinate all tactical-level Army multinational publications MFC agreement actions with the applicable proponents and provide specific recommendations to G-3, G-35 (DAMO-SSI). The FC, JADD is normally not involved with this process, but proponent should notify JADD if there is a recommendation not to ratify a MFC agreement or to ratify with reservation.

- TRADOC lead proponents are responsible to ensure that all approved tactical-level Army MFC agreements are properly integrated into the appropriate FMs, usually via the normal revision cycle of the applicable FMs.

4-6. Production. Once a doctrinal publication is approved, the time required to produce the FEF and CRC varies, depending on workload, available resources, and the size, complexity, and priority of the manual. Doctrinal publications are produced for the various media used to disseminate them. Currently, authenticated doctrinal publications are disseminated via print and electronic media.

4-7. Publishing and dissemination. Once the FEF and CRC are produced (CRC and printer dummy, only if printing is a requirement), the doctrinal publication is ready for publishing and dissemination.

a. Proponents indicate publishing and distribution requirements on DA Form 260. Director, CADD, USACAC, is the only signature authority for DA Forms 260 for TRADOC-developed doctrinal publications. Send prepared DA Forms 260, and the FEF, electronically to web-cadd@leavenworth.army.mil for signature. Director, CADD, USACAC, faxes signed DA Forms 260 to proponents, who forward them—with the FEF and CRC—to Commander, USATSC (ATIC-ITST-T), Bldg 1557, Fort Eustis, VA 23604-5166. The USATSC performs a final quality assurance check, and forwards the documents to APD for authentication and posting on AKO. After authentication and posting on AKO, APD returns the print order to USATSC, which forwards the CRC and printer dummy to the printer (if required), and the FEF to the RDL for posting. An electronic version of the DA Form 260 is available on the APD homepage.

b. With increased use of automation equipment and electronic media, AR 25-30 requires proponents to carefully review/research print requirements for new and revised publications. Keep print requirements to a minimum. Proponents should emphasize using electronic media (such as RDL, AKO, and CD-ROM) to distribute doctrinal publications. In determining initial print requirements, which are included on the DA Form 260, proponents should consider the target audience requirements as it relates to their mission, capability, and availability; and accessibility to automation/electronic media. For publication and distribution policy, see paragraph 5-2, below.

c. The printer produces the printed publication and forwards it to central distribution sites per DA Pam 25-40, chapter 6.

d. Proponents are responsible for the accuracy and currency of doctrinal publications they publish, and for adherence to all regulations and policy regarding the manner of publishing (AR 25-30, DA Pam 25-40, TRADOC Reg 25-30, the Army FM format, and this regulation).

4-8. Implementation/evaluation/rescission. Once a doctrinal publication is developed, staffed, approved, authenticated, and distributed, the implementation and evaluation tasks begin.

a. **Implementation**. This phase of the process begins when the target audience starts applying and assessing approved doctrine, as they relate to their missions.

(1) Proponent training developers continue to integrate the new or revised doctrine into institutional training plans, publications, and evaluation criteria (for example, programs of instruction, course materials, soldier training publications, and mission training plans).

(2) Commanders incorporate the new or revised doctrine into their training programs and standing operating procedures, and apply it during exercises and missions.

(3) Commands, combat training centers, CALL, and other agencies provide feedback on the doctrinal publication's relevance and recommendations for improvements.

b. **Evaluation**. Doctrine proponents formally review authenticated publications for which they are responsible every 18 months per AR 25-30, paragraph 1-23b(5). This review considers user feedback, validated concepts, lessons learned, and other data gathered. It examines whether the doctrinal publication is still valid. A valid doctrinal publication is current and relevant. If the doctrinal publication is not valid, the proponent initiates corrective action, as described in paragraph 4-3, above. This action begins phase 1 (assessment) of doctrine development. Record the review results in the status column of DLMP as green, amber, or red (see app D).

c. **Rescission**. When proponents determine that a publication is no longer required, they send a memorandum directing its rescission, through Commander, USATSC (ATIC-ITST-T), Bldg 1557, Fort Eustis, VA 23604-5166 (call for E-mail address at 757-878-4669/DSN 826-4669), to Director, APD (JDHQSV-PAP), 2461 Eisenhower Ave, Alexandria, VA 22331-0302, with an information copy to Commander, USACAC (ATZL-CD), 1 Reynolds Avenue, Fort Leavenworth, KS 66027-1352, via E-mail at web-cadd@leavenworth.army.mil. A list of generic electronic (E-mail) addresses is available on the Army Doctrine Online web site (under "Doctrine Development").

4-9. Operations security for doctrine development and publication.

a. As doctrinal publications are developed or reviewed, proponents must carefully analyze content, and ensure appropriate markings and restrictions, as designated in AR 25-30 and DA Pam 25-40, are applied.

b. Use AKO-S to staff classified or sensitive draft doctrine. Use a SIPRNET terminal to log on to AKO-S. Open the Internet browser and link to http://www.us.army.SMIL.mil.

c. The AKO-S site provides most of the functionality of regular AKO, including the Knowledge Collaboration Center. Currently there are only a few established communities, but proponents can establish a shared folder just as on regular AKO. Efforts are underway to establish a permanent repository for authenticated classified doctrine on AKO-S.

d. Apply for an account the same way as for an AKO account. It takes 24 hours to approve new accounts. For questions on AKO-S, call the help desk at 703-704-3713.

4-10. Doctrine development for the Future Force.

a. TRADOC is experimenting with object-based publishing (as opposed to book- or manual-centric publishing). It is a work in progress. When implemented, object-based publishing will break doctrinal material into stand-alone topics, each assigned to a proponent. A "doctrine object" is the lowest level of self-contained material that has practical application to the soldier. Preparing doctrinal material as doctrine objects may provide greater efficiencies: Shorter topics are quicker to write, staff, and publish. They are reusable from manual to manual; multiple publications can draw on the same objects, thus saving storage space. Objects can be described very precisely, which allows soldiers to focus their searches, and quickly identify the information they need. The intent of object-based publishing is to provide units and soldiers with doctrinal material tailored to their specific needs. When needed, doctrinal objects can be reassembled in the traditional FM format.

b. The way ahead is a two-part approach:

(1) Apply automation tools and interim solutions to the current process to enhance the efficiency of, and links between, the concept development, doctrine development, and training development processes.

(2) Develop a new process that begins with a concept for the development of an object-based, next-generation document publishing system. The capability will support the rapid generation and distribution of highly customized doctrinal products, for all users.

Chapter 5
Doctrinal Publication Management

5-1. Management tools. A number of tools available to assist in the management of doctrinal publications and the doctrine development process are discussed below.

a. **The Doctrine Workload Annex**. The DWA is a management tool TRADOC uses to publish FY doctrine development priorities and guidance. It also lists new development/revision doctrine requirements for the FY. The DWA specifies the doctrinal publications developed during a FY, based on available resources and established priorities. When reporting doctrinal issues for the monthly status report, inputs for doctrinal publications should closely relate to the information in the proponent doctrine annex. The JADD, FC provides the feeder annexes to proponents for completion and submission to JADD, and CADD, USACAC. TRADOC proponents semiannually report publication status, to JADD, FC and CADD, USACAC, based on milestones in the DWA. (See app F for annex format.)

b. **General Dennis J. Reimer Training and Doctrine Digital Library**. The RDL is an official source for authenticated doctrinal publications.

(1) Doctrinal publications are presented on the RDL in multiple formats: HTML format provides the capability to view doctrinal publications via the World Wide Web, and PDF is

available for download purposes. Proponents may verify the currency and authenticity of electronic doctrinal publications by accessing the RDL for the current authenticated copy (under "RDL Services" click on "Library Search," choose "Official Departmental Publications," then "Field Manuals"). Army Knowledge Online is in the process of migrating all official doctrine and training products to its Doctrine and Training Publications web site (https://akocomm.us.army.mil/usapa/doctrine/index.html). Once this effort is complete, AKO will be the primary site, and the RDL will be a mirror backup.

(2) Only authenticated doctrinal publications are available via the RDL, unless approval has been obtained from HQ TRADOC. Special provisions are made to distinguish commandant-approved training material from authenticated doctrinal publications.

(3) Proponents are responsible for rescinding obsolete publications (following procedures in para 4-8c, above). The USATSC will remove and archive obsolete doctrinal publications proponents rescind.

c. **North Atlantic Treaty Organization Standardization Agency web site.** Doctrine proponents involved in the use and development of multinational doctrine can locate NATO promulgated publications and information at http://nsa.nato.int/ and http://www.nato.int/.

d. **Semiannual Army Doctrine Conference (SAADC)**. The JADD, FC, hosts the SAADC to disseminate command policy and procedural guidance to TRADOC and non-TRADOC doctrine managers, and to provide a forum to discuss doctrine issues and problems of general interest. Tentative conference dates, when programmed, are posted on the Army Doctrine Online web site.

e. **Joint Action Steering Committee**. The JASC consists of representatives of the four Service doctrine agencies: TRADOC FC; MCCDC; NWDC; and AFDC. The JASC meets quarterly to provide direction and guidance to ALSA, and discuss other multi-Service doctrine issues. Individually, members of the JASC approve all phases of ALSA project development, culminating in approval of multi-Service publications. For more details, see the Air Land Sea Application Center web site (if unable to access, type https://lad.dtic.mil/also/ in your browser, and enter).

f. **Joint Doctrine Working Party (JDWP)**. The JDWP—a forum that includes representatives of the Services and combatant commands—is charged with systematically addressing joint doctrine issues, such as project proposals, scope development, validation, and LAs. The JDWP meets semiannually under the sponsorship of the Director, Operational Plans and Joint Force Development (J-7), to discuss and vote on doctrinal issues, such as whether to initiate new JPs, or revise, or rescind, existing JPs. The Army may be assigned as the LA responsible for executing decisions of the JDWP. Army doctrine developers must be prepared to influence the decisions of the JDWP, and carry out its decisions. For more information, see the Joint Electronic Library at http://www.dtic.mil/doctrine/ and click on the link for JDWP (under ".mil/.gov Links").

g. **Doctrine Development Board (DDB)**. The DDB is chartered to validate the DLMP, resolve contentious Tier 1 PD issues, and provide resolutions to other doctrine development

problems. The board, chaired by an JADD, FC representative, meets annually (via VTC, if necessary) to finalize staffing actions. For more details, visit the Army Doctrine Online web site (click on "Doctrine Development Board (DDB)" link under "Other Resources").

h. **The Doctrine Literature Master Plan**.

(1) The DLMP is used to manage the life cycle of doctrinal publications. Its primary purpose is to provide a snapshot on the status/readiness of Army doctrinal publications, and forecast resources for doctrine development requirements. It lists all Army, joint, multi-Service, and multinational doctrinal publications for which TRADOC and non-TRADOC doctrinal agencies with MOA/MOU are the proponents, PRA, or TRA. It includes current publications, new developments, revisions, and proposed consolidations. In coordination with CADD, USACAC, JADD, FC maintains the DLMP. The JADD may convene proponents in a prioritization working group (via VTC, if necessary) to develop, revise, or modify the DLMP for DDB approval. If there are no contentious issues among the proponents, approval is normally achieved through E-mail, or electronic staffing. The current FY listing is used to project, obtain, and prioritize resources for doctrine development that feed into the FY DWA. Figure E-1 shows the ETV values used to forecast man-hours and man-years in the DLMP. The DLMP feeds doctrine development resource requirements into the POM. After initial FY approval, the DLMP is updated quarterly. A current copy of the DLMP is available on the Army Doctrine Online web site (click "DLMP and FM Database" under "Doctrine Development") or AKO (click on "KCC," then "Army Communities," "TRADOC," "Futures Center," "Requirements Integration Directorate," "JADD," "DLMP" folder).

(2) The DLMP contains the year-of-execution, and forecast for the budget and the POM year's doctrine requirements. The DLMP is not rigid. It allows proponents flexibility to determine their future requirements. These are based on results of the 18-month assessment of doctrinal publications; the assumption that all doctrinal publications require revision 5 years from the publication date; leadership guidance; and new requirements, based on Future Force capabilities identified in approved/validated concepts. The DLMP allows developers to forecast resources for future revisions and developments, based on potential concept linkage, or impacts on doctrinal publications.

i. **Doctrine developer training**. Doctrine developer training is formalized in courses available at the Army Logistics Management College, Fort Lee, VA (i.e., CTDDIC and DDC). The web site address is http://www.almc.army.mil/. Individuals may enroll through organizational training managers who must obtain quotas through the Army Training Requirements and Resources System (see https://www.atrrs.army.mil/).

(1) **Combat Training Doctrine Developers Integration Course**. The CTDDIC is an intern orientation course for General Schedule (GS) 07-09s. It provides developers with the skills and knowledge needed to integrate the basic concepts and principles of doctrine, combat, and training developments, as part of the requirements determination and acquisition process. It orients students on the relationships of the three disciplines and the efficiencies gained by coordinating and integrating requirements throughout the process. The CTDDIC provides a foundation for courses that address the technical aspects of each discipline.

(2) **Doctrine Developers Course**. The DDC provides doctrine developers with skills and knowledge needed to manage doctrine development. It orients students to the relationships of the various types of doctrinal publications (Army, joint, multi-Service, and multinational), doctrine processes, and life cycle management of Army doctrinal publications. The DDC provides a foundation for understanding the technical aspects of doctrine development. It is primarily for GS 07-09 interns in job series GS-301-DD. The second priority is any other Army intern; third priority is any career employee in job series GS-301-DD; and fourth priority is any soldier assigned doctrine development functions.

5-2. Publication and distribution policy.

a. For new and revised publications, TRADOC policy is to limit initial print distribution to the minimum required. All doctrinal publications are uploaded on the AKO/RDL, and placed on the doctrine CD-ROM packet, which is distributed annually.

b. Proponents are required to develop or update initial distribution lists for each FM projected for revision or new development during a FY. (Proponents perform this for active Army organizations only. The Army National Guard and U.S. Army Reserve request their own distributions, and pay from separate funds.) Upon request for the proponents, USATSC may obtain old initial distribution lists (relating to the FM), or complete Army mailing lists (units with 12-series accounts), from APD. The USATSC provides these lists to proponents for review and update. Proponents may request lists through FC, JADD, via E-mail (doctrine@monroe.army.mil), or directly from APD at PAILS2@USAPA.Army.mil.

c. In determining the initial distribution scheme, proponents make professional judgments, based on the echelon of the organization, its mission, and user accessibility by other means (such as, RDL, AKO, or CD-ROM). Consider the availability of adequate automation tools at lower echelons, Army training and leadership development panel findings, the annual FM CD-ROM distribution, and the ability of soldiers to access the RDL and AKO. Normally, lower-echelon organizations have less access to automation tools, and may require more hard copies than higher-level organizations. If a publication is distributed electronically only, state so on the DA Form 260.

d. Publications that require reprinting are prioritized and printed within available resources.

e. Use the following categories/echelons as a guideline for establishing doctrinal publication print/reprint priorities:

(1) Platoon/company/troop/battery operations (and selected reference publications).

(2) Battalion/squadron operations.

(3) Brigade/regiment combined arms operations.

(4) Division/corps operations.

(5) General operations.

(6) General references.

Appendix A
References

Section I
Required Publications

AAP-3
Procedures for the Development, Preparation, Production, and Updating of NATO Standardization Agreements (STANAGs) and Allied Publications (Cited in para 4-5j(5).)

AR 5-20
Commercial Activities Program (Cited in para 4-5a(2)(d).)

AR 5-22
The Army Proponent System (Cited in paras 1-1b, 2-1, 2-4e(1), 2-11b(2), G-3a, and G-3a(1).)

AR 25-30
The Army Publishing Program (Cited in paras 1-1b, 2-19a, 4-7b, 4-7d, 4-8b, 4-9a, and D-1.)

AR 34-1
Multinational Force Compatibility (Cited in paras 2-11e(4), 2-13c, and 2-16h.)

AR 380-5
Department of the Army Information Security Program (Cited in para 4-5f(2)(a).)

CJCSI 3010.02A
Joint Vision Implementation Master Plan (JIMP) (Cited in para 3-3b.)

CJCSM 3170.01A
Operations of the Joint Capabilities Integration and Development System (JCIDS) (Cited in para 3-3b.)

CJCSM 3500.04C
Universal Joint Task List (UJTL) (Cited in para G-1b.)

DA Pam 25-40
Army Publishing: Action Officers Guide (Cited in paragraphs 2-16p, 2-19a, 4-5f(1)(g), 4-5i, 4-5j(1), 4-7c and d, and 4-9a.)

DODD 5025.12
Standardization of Military and Associated Terminology (Cited in paras B-1 and B-1a.)

FM 1
The Army (Cited in paras 3-7a(1), C-1a, C-2, and C-4.)

FM 3-0
Operations (Cited in paras 3-7a(1), B-4a(2), B-4b(2), and C-2.)

FM 7-15
The Army Universal Task List (Cited in paras G-1, G-3a(2), and G-3b(1).)

FM 101-5-1 (Renumbered as FM 1-02 upon revision)
Operational Terms and Graphics (Cited in paras B-1b, B-2b(7), B-3a, B-5, B-6a, and B-6b.)

JP 1-01 (CJCSI 5120.02)
Joint Doctrine Development System (Cited in paras 2-4b(1), 2-16v, 3-7, and 4-5j(4).)

JP 1-02
Department of Defense Dictionary of Military and Associated Terms (Cited in paras 2-11c(3), 3-4, 3-4a, B-1a and b, B-3b, and B-4a(3).)

JP 3-0
Doctrine for Joint Operations (Cited in para 3-7a(1).)

MIL-STD 2525B
Common Warfighting Symbology (Cited in paras B-1, B-1a, and B-6b(1).)

Staffing Guide for Allied Joint Publications (Cited in para 4-5j(5).)

TRADOC Reg 25-30
Preparation, Production, and Processing of Armywide Doctrinal and Training Literature (ADTL) (Cited in paras 2-4a(1), 2-11e(4), 2-13c, 2-16h and m, 4-3, 4-4b, 4-5a(1), 4-5a(1)(b), 4-5c, 4-5e, 4-5f, 4-5f(1)(a) through (d), 4-5f(1)(g), 4-5g(3), 4-5i, 4-5j(1), and 4-7d.)

TRADOC Reg 25-70
Network Services (Cited in para 4-5f(2).)

TRADOC Reg 350-70
Systems Approach to Training Management, Processes, and Products (Cited in para G-3a(4).)

Section II
Related Publications

AAP-6
NATO Glossary of Terms and Definitions

AAP-15
NATO Glossary of Abbreviations used in NATO Documents and Publications

United States Government Printing Office Style Manual, Washington, DC, 2000

Section III
Referenced Forms

DA Form 260
Request for Publishing

DA Form 1045
Army Ideas for Excellence Program Proposal

DA Form 2028
Recommended Changes to Publications and Blank Forms

Appendix B
Terminology and Symbology

B-1. Governing directives. This appendix establishes procedures for standardizing the use of terms, definitions, and symbols in Army doctrinal publications. It implements policy established in Department of Defense Directive (DODD) 5025.12 (for terms), and Military Standard (MIL-STD) 2525B (for symbols).

a. The requirement that all Department of Defense (DOD) elements use standard military and associated terminology, while allowing the Services to establish terms and definitions for unique functional areas, is established in DODD 5025.12. The requirement that all DOD elements use standard military symbology is established in MIL-STD 2525B. Army doctrinal publications will use joint terms and definitions established in JP 1-02, and existing Army terms, definitions, and symbols, except where contexts or applications are distinctly different from those to which a joint or existing Army term, definition, or symbol applies. In those cases, proponents may establish a different Army term, or symbol, following the procedures in this appendix. In rare cases, it may be necessary to establish an Army definition for a term with a joint definition. In these cases, follow the procedures in this appendix.

b. Army doctrinal publications are transitioning to the use of proponent FMs to establish definitions of Army terms. A proponent FM is a FM that establishes the Army definition of a term. It is the authority that other Army doctrinal publications cite as the source of that definition. The intent is for each Army term and definition to have only one proponent FM. (Army terms with more than one definition may have a proponent FM for each definition.) The authority for joint terms is JP 1-02. Field manuals are proponent manuals for Army terms, Army definitions assigned to joint terms, and multi-Service terms approved for Army use. Field Manual 101-5-1 (renumbered as FM 1-02 upon revision) is a compendium of Army, joint, and multi-Service terms. It is not a proponent FM for any terms, except those associated with symbology.

c. Submit requests for exceptions to the policy in this appendix, through Commander, USACAC (ATZL-CD), 1 Reynolds Avenue, Fort Leavenworth, KS 66027-1352, to FC, JADD, before staffing the ID of any FM that requires such an exception.

B-2. Policy for terms and definitions.

a. As much as possible, Army publications use joint terms, or existing Army terms. Proponents will not alter the definition of a joint or Army term, except to shorten a long definition in the body of a publication, so it fits better into the flow of the discussion. In those cases, show the entire definition in the glossary, and note in text that the definition was shortened and the complete definition is printed in the glossary.

b. When an appropriate joint term does not exist, or the definition of a joint term does not fit the land environment, a proponent may establish an Army term and definition or—in rare cases—an Army definition of a joint term. To establish an Army term, or an Army definition for a joint term, proponents—

(1) Make sure that no joint or Army term, with a similar definition, exists. Proponents will not create an Army definition of a joint term, or create an Army term with a definition similar to a joint term, simply to rephrase a joint definition. They may create an Army definition for a joint term only when the joint definition is either inadequate for, or not applicable to, specific Army usage. (Submit proposals to change or establish joint definitions to DA G-35 (DAMO-SSP), through the appropriate integration center, USACAC, and FC, JADD. If the proposal is approved within the Army, DCS, Army G-3 forwards it to the JS for appropriate actions.)

(2) Will not establish an Army definition for a word whose plain English meaning meets Army needs. Establishing a definition for a term limits the use of that word in other contexts. Keep defined terms to the minimum, consistent with understanding.

(3) Include the term and its definition in the ID and FD of the FM that establishes the term (the proponent FM).

(4) Enclose, with the ID and FD, a list of all proposed and existing terms and definitions for which the FM is the proponent FM. Refer to the list in the staffing letter, and include the following statement: "Concurrence with this draft constitutes concurrence with the proposed definition of all terms listed in enclosure [number]."

(5) Include in the DRAG, or briefing/decision paper to the approving authority, a list of all terms and definitions for which the FM is the proponent manual. Highlight new or revised terms. Approval of the FM constitutes the approval of all terms for which the FM is the proponent FM.

(6) Review definitions of all terms concurrently with the review of their proponent FMs.

(7) Submit approved terms and their definitions to Commander, USACAC (ATZL-CD), via E-mail web-cadd@leavenworth.army.mil, for inclusion in FM 101-5-1.

c. Using term identification procedures outlined in paragraph B-4 below, identify and define, in the body of the manual, all terms for which the publication is the proponent manual. As needed for clarity only, define in the body of the manual joint and Army terms for which the publication is not the proponent. Include all defined terms in the glossary, as outlined below.

B-3. Terms in proponent FMs.

a. A compilation of terms and definitions, taken from other manuals, is contained in FM 101-5-1. In most cases, the manual from which the term and definition are taken is the proponent FM for that term, and is so identified. Field Manual 101-5-1 is the proponent manual only for terms associated with symbology; it is not the proponent manual for any other type of term.

b. List JP 1-02 as the proponent manual for all joint terms.

B-4. Identification of terms and definitions.

a. Term definitions in glossaries.

(1) Glossaries contain complete term definitions, and follow the format specified for FMs. As a minimum, glossaries contain the definitions of terms for which the FM is the proponent FM. The author determines which other terms to include, and follows this convention:

(a) An asterisk precedes terms for which the publication is the proponent FM. For example:

> *__ambush__ – A form of attack by fire, or other destructive means, from concealed positions, on a moving or temporarily halted enemy.

(b) When a publication uses a joint term that is assigned an Army definition, the glossary lists only the Army definition. Precede this definition with the word “Army” in parentheses (to indicate that the term also has a joint definition), and follow the definition with the number of the proponent FM in parentheses. For example:

> **assessment** – (Army) Continuous monitoring—throughout planning, preparation, and execution—of the current situation and progress of an operation, and the evaluation of it against criteria of success, to make decisions and adjustments. (FM 3-0.)

(2) If the publication is the proponent FM for the Army definition, an asterisk precedes the term, as in paragraph a(1)(a), above. In the example in paragraph a(1)(b), above, FM 3-0 is the proponent manual for the Army definition.

(3) Precede the definitions of joint terms listed in glossaries with the word “joint” in parentheses, and follow with “JP 1-02” in parentheses. For example:

> **base cluster** – (joint) In base defense operations, a collection of bases geographically grouped, for mutual protection and ease of command and control (JP 1-02).

(4) Precede the definitions of multi-Service terms listed in glossaries, with the names of the Services that share the definition, in parentheses, and follow with the number of the FM that establishes the authority for Army use of the term, in parentheses. For example:

> **coordination** – (Army/Marine Corps) The action necessary to ensure adequately integrated relationships between separate organizations located in the same area. Coordination may include such matters as fire support, emergency defense measures, area intelligence, and other situations in which coordination is considered necessary (FM 6-0).

(5) If the publication is the proponent FM for the Army definition (in this context, the FM that establishes the authority for Army use of the term), an asterisk precedes the term, as in paragraph a(1)(a), above.

(6) North Atlantic Treaty Organization terms are terms whose definitions all NATO members agreed on. Most NATO terms are also joint terms. Some (such as selected field artillery terms) are Army or multi-Service, but not joint. Precede the definitions of NATO terms listed in glossaries with the word "NATO" in parentheses, and follow with the number of the FM that establishes the authority for Army use of the term, or JP 1-02, in parentheses. If the term is also a joint term, place the word "joint" in parentheses with NATO, as shown in the following example:

> **concealment** – (joint/NATO) Protection from observation and surveillance (JP 1-02).

(7) If the NATO term is also a multi-Service (but not joint) term, place the names of the Services that share the definition in parentheses ahead of the word "NATO."

b. Terms in the body of publications.

(1) Definitions of terms for which a publication is the proponent manual are bolded in the body of the publication. The term itself is displayed in bold italics. For example:

> **A *major operation* is a series of tactical actions (battles, engagements, strikes) conducted by various combat forces of a single or several Services, coordinated in time and place, to accomplish operational, and sometimes strategic objectives in an operational area**.

(2) Display definitions of terms, for which a publication is not the proponent manual, in Roman style (i.e., neither bolded nor italicized) and follow with the number of the proponent FM in parentheses. Italicize the term itself. For example:

> A *branch* is a contingency plan or course of action (an option built into the basic plan or course of action) for changing the mission, disposition, orientation, or direction of movement of the force, to aid success of the current operation, based on anticipated events, opportunities, or disruptions caused by enemy actions. Army forces prepare branches to exploit success and opportunities, or to counter disruptions caused by enemy actions (FM 3-0).

B-5. Notification of style convention. The following paragraph will appear in the preface of all doctrinal publications:

> "Terms that have joint or Army definitions are identified in both the glossary and the text. Glossary references: The glossary lists most terms used in FM X-XX that have joint or Army definitions. Terms for which FM X-XX is the proponent FM (the authority) are indicated with an asterisk in the glossary. Text references: Definitions for which FM X-XX is the proponent FM are printed in boldface in the text. These terms and their definitions will be incorporated into the next revision of FM 101-5-1 [renumbered as 1-02, when published]. For other definitions in the text, the term is italicized, and the number of the proponent FM follows the definition."

B-6. Policy for symbols.

a. Field Manual 101-5-1 serves as the proponent FM for unit, equipment, installation, stability operations, and support operations symbols for the Army. It establishes a single standard for developing and depicting hand-drawn and computer-generated military symbols for situation maps, overlays, and annotated aerial photographs for all types of military operations. Field Manual 101-5-1 also serves as the proponent FM for selected control measure graphics; however, for most control measure graphics, individual proponent FMs prescribe how to draw and use the symbol. Field Manual 101-5-1 serves as a central repository of all control measure graphics.

b. Proponents should avoid creating any symbols, or combinations and modifications of symbols that differ from those in FM 101-5-1. If after searching doctrinal symbols and modifiers, a proponent must create a new symbol; ensure it is explained in a doctrinal manual. To establish an Army symbol, proponents—

(1) Make sure that no similar symbol exists. Submit a proposal to DA G-35 (DAMO-SSP), through CADD, USACAC, for approval. If the proposal is approved, DCS, Army G-3 forwards it to the DOD Symbology Standardization Management Committee for approval and inclusion in MIL-STD 2525B.

(2) Enclose with the ID and FD, a list of all proposed and existing symbols for which the FM is the proponent FM. Refer to the list in the staffing letter, and include the following statement: "Concurrence with this draft constitutes concurrence with the proposed symbols listed in enclosure [number]."

(3) Include a list of all graphic control measures and their definitions for which the FM is the proponent manual in the DRAG or briefing/decision paper to the approving authority. Highlight new or revised symbols. Approval of the FM constitutes the approval of all graphic control measures for which the FM is the proponent FM.

(4) Review symbols concurrently with the review of their proponent FMs.

Appendix C
Field Manual Numbering System

C-1. Field manual numbering.

a. A new numbering system for Army FMs is being implemented. The system is used only for FMs. It aligns Army FM numbers with the JP numbering protocols, when possible. Field manuals are now grouped into 7 functional categories, vice the 62 previously used. Table C-1 depicts the new numbering categories for FMs and provides a "crosswalk" between the old and new FM number categories. One functional category, not part of the joint numbering system, is 7-x, Warfighter Support. The primary focus of category 7-x is to capture/label doctrinal publications that do not fit in categories 1-x, Personnel; 2-x, Intelligence; 3-x, Operations; 4-x, Combat Service Support; 5-x, Planning; and 6-x, Command, Control, Communications, and Computers (C4). Publications placed in category 7-x contain doctrine that involve such subjects as training the force, notional opposing forces, and garrison activities. Field Manual 1 is unique; it is not assigned to any category.

b. The authority for assigning all Army FM numbers is delegated to the CG, TRADOC (per DA Pam 25-40, para 13-11b). This ensures correct alignment with joint numbers, ensures uniformity, and precludes numbering duplications. Proponents should request assignment of a FM number when submitting the PD to USACAC. Field manual numbers are annotated and tracked in the DLMP.

C-2. Assignment of FM numbers. Field manuals are renumbered only when they are revised. Newly assigned numbers are displayed on the FM cover, followed by the old number in parentheses, through one revision (except for FMs 1 and 3-0). Old and new numbers are also placed on the supersession line on the title page.

C-3. Referring to FMs. List FMs in bibliographies, and refer to FMs in text, as outlined below.

a. **Bibliography entries**. List FMs in bibliographies under each FM's current number (the number printed on the cover). Show both the old and new numbers, if both appear on the cover, using the following format: FM 3-09.22 (6-20-2). "TTP for Corps Artillery, Division Artillery, and Field Artillery Brigade Operations." 2 March 2001. The projected new number for a FM published under an old number may be shown in an annotation. Do not list draft FMs in bibliographies.

b. **References in the body of FMs**. References made to FMs in the body of a FM will cite only the current FM number.

C-4. Methodology for selecting a FM number. Field manual numbers (except for FM 1) contain two or three groups (see figure C-1). The first numeric (**X**.xx.x) identifies the functional category. Select a number from table C-1 according to the category of the subject matter (1-x = Personnel, 2-x = Intelligence, 3-x = Operations, 4-x = CSS, 5-x = Planning, 6-x = C4, or 7-x = Warfighter Support). The first numeric consists of only one number. The second numeric group (x-**XX**.x), preceded by a hyphen (-), places the publication within a functional field. It may contain one or two numbers. The third numeric group (x-xx.**X**), preceded by a period (.), designates those publications that provide supporting, expanded, or sequential doctrinal manuals within a functional field. It may consist of as many as three numbers.

Table C-1
Functional categories, number series, and doctrine/proponent titles

Old	New	Title
1	3-04/3-xx	Aviation
3	3-11/3-xx	Nuclear, Biological Chemical
5	3-34/3-xx/4-04	Engineer
6	3-09/3-xx	Field Artillery
7	3-21/3-xx	Infantry
8	4-02/4-xx	Medical
9	4-xx	Ordnance
10	4-xx	Quartermaster
11	6-x/6-xx	Signal
12	1-x/1-xx	Adjutant General
14	1-06	Finance
17	3-20/3-xx	Armor
18	3-xx	Management Information Systems
19	3-19/3-xx	Military Police
20	3-xx/7-xx	General
21	3-xx	Individual Soldier
22	3-xx/7-xx	Leadership, Courtesy and Drill
23	3-xx/7-xx	Weapons
24	6-xx	Communication Techniques
25	7-x/7-xx	General Management
26	7-xx	Organizational Effectiveness
27	1-04/1.xx	Judge Advocate/Military Law
29	7-xx	Composite Units and Activities
30	2-x/2-xx/3-xx	Military Intelligence
31	3-05/3-xx	Special Operations Forces
32	7-xx/3-xx	Security
33	3-53	Psychological Operations
34	2-xx/3-xx	Combat Electronic Warfare and Intelligence
36	3-xx/4-xx	Environmental Operations
38	4-xx	Logistics Management
39	3-xx/7-xx	Special Weapons Operations
40	3-14	Space
41	3-57	Civil Affairs
42	4-xx	Supply
43	4-xx	Maintenance
44	3-01/3-xx	Air Defense Artillery
46	3-61	Public Affairs
50	7-xx	Common Items of Nonexpendable Materiel

51	3-93/3-xx.x	Army
52	3-92/3-xx.x	Corps
54	4-xx	Logistics Organizations and Operations
55	4-01/4-xx	Transportation
57	3-xx	Airborne
60	3-xx	Explosive Ordnance Disposal Procedures
61	3-91/3-xx.x	Division
63	4-x/4-xx	Combat Service Support
67	3-xx	Airmobile
70	7-xx	Research, Development and Acquisition
71	3-90/3-xx.x	Combat Arms/Tactics
74	7-xx	Military Missions
75	7-xx	Military Advisory Groups
77	3-xx	Separate Light Infantry
90	3-xx/3-xx.x	Combat Operations
97	7-xx	Training
100	3-x/3-xx.x	General Operational Doctrine
101	5-x/5-xx	Planning/Staff Officers
105	3-xx	Maneuver Control
145	7-xx	Reserve Officers' Training Corps
300	7-xx	Table of Organization and Equipment Consolidated Change Tables

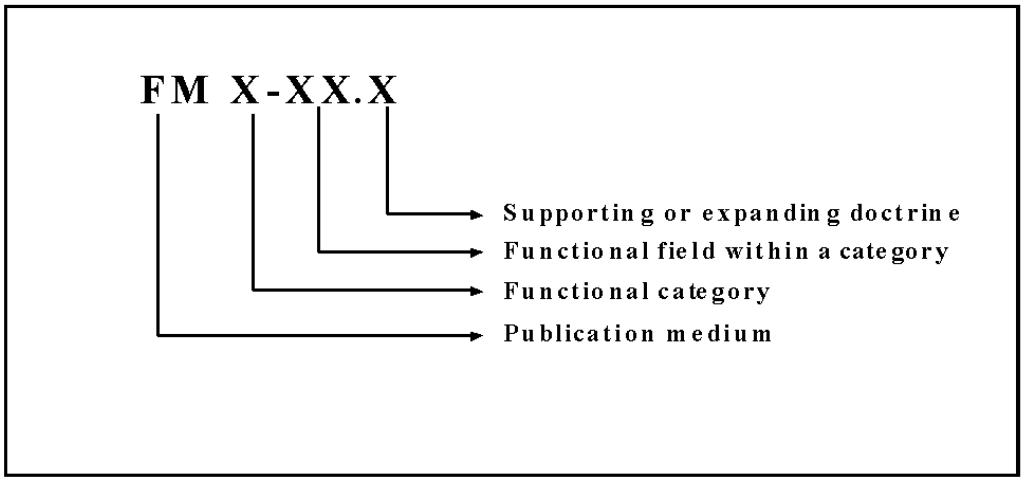


Figure C-1. Field manual numbering

Appendix D
Doctrine Metric (Assessment and Implementation Phases)

D-1. Doctrine assessment. Proponents should assess departmental publication every 18 months, per AR 25-30, paragraph 1-23b(5), and DA Pam 25-40, paragraph 12-1b(2). Doctrine proponents formally review authenticated FMs, for which they are responsible, every 18 months for currency and relevancy. Field manuals have no "shelf life." Proponents revise FMs when they determine the doctrine they contain is no longer current, or relevant. For planning and programming resources for the budget and POM years, proponents assume all FMs will be revised every five years. However, the age of a FM is not a factor in determining whether to revise or rescind it. The only criteria are the currency and relevancy of the doctrine it contains.

Doctrinal proponents consider several factors in determining if a FM is current and relevant. The following are some questions to consider when assessing doctrine:

a. **New or revised joint and Army capstone and keystone FMs** – Have new or revised higher-level doctrinal publications been published? If so, how do they affect the FM under review?

b. **Operational environment** – Has the operational environment changed to a point that it may require a change to the FM?

c. **New technology** – Has new technology been introduced that may require a change in the FM?

d. **New materiel** – Has new materiel been introduced that may drive a change in the FM?

e. **New organizations** – Do new organizations or organizational changes require a change in the FM?

f. **Lessons learned/observations** – Are there validated operational or training lessons learned/observations that need incorporating in the FM?

g. **Other relevant issues** – Is there new, approved legislation that would drive a change to the publication? Are there changes to DOD and Army policy that would require changes to the FM?

h. **Validated concepts** –Have concepts validated through the CIDS process generated requirements that require new or a change to existing doctrine?

D-2. Determine status.

a. Due to the nature and diversity of doctrine, it is very difficult to develop and apply a numbered metric that measures its currency and relevancy as it relates to the operational and institutional forces used to shape training and standardize Army operations. After gathering all necessary data, and/or analyzing the impact on doctrine, proponents assign a green, amber, or red status to each authenticated FM. (Note: An authenticated FM is one signed by the AASA, and indexed in DA Pam 25-30.) This rating is based on professional experience and judgment, in conjunction with the guidelines provided below, and is posted by the proponent in the DLMP status column during the quarterly update.

(1) **Green** – The proponent has assessed the FM and determined it is current and relevant.

(2) **Amber** – The FM requires the 18-month assessment, to determine if it is current and relevant.

(3) **Red** – The proponent has assessed the FM and determined it requires revising or rescinding.

(If a determination is made that the FM is still required, but contains irrelevant/obsolete information, program the publication for revision. If the FM is no longer required, rescind it, per para 4-8c, above.)

b. Proponents poll knowledgeable sources, to obtain the data necessary, to determine whether to revise, retain, or rescind an FM. Figure D-1 depicts some sources that may provide input into measuring FM readability, relevancy, comprehension, and in determining the interest level of the users. (Proponents should include their current generic organizational E-mail address in each FM preface for users to provide comments.) In the assessment and implementation phases of the doctrine development process, proponents perform research, and analyze data, from the following areas:

(1) Operational forces (that apply the related doctrine daily).

(2) Instructors and small group leaders (who teach the related doctrine in the institutions).

(3) Proponent combat development staff (who seek new military capabilities through doctrinal solutions).

(4) Proponent training development staff (that uses the related doctrine to develop training products).

(5) Other affected doctrine proponents (who rely on related doctrine to synchronize combined arms operations).

(6) Other Service doctrine agencies (that use the related doctrine to prepare multi-Service publications).

(7) Combat Training Centers and BCTP observer-controllers (who use the related doctrine to assess units during rotations).

(8) The CALL (that gathers, analyzes, and formulates related ideas that may develop into new doctrine).

(9) Combat Studies Institute (that may provide some historical insights into deficiencies in related doctrine).

(10) Joint Center for Lessons Learned (that gathers, analyzes, and formulates related ideas that could develop into new joint doctrine).

(11) New or revised related doctrine (for horizontal and vertical integration).

(12) Test and evaluation organizations (that gather and analyze extensive related data).

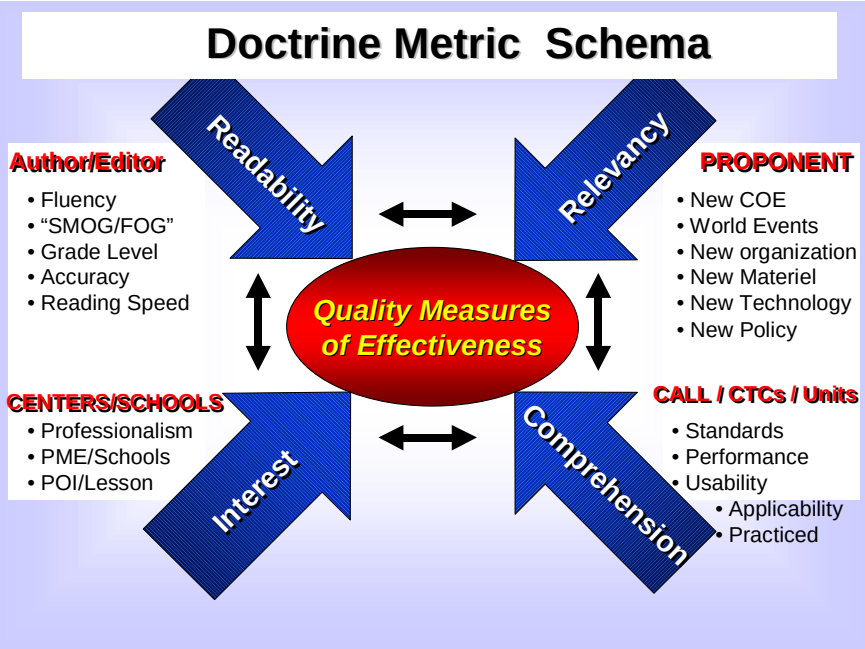


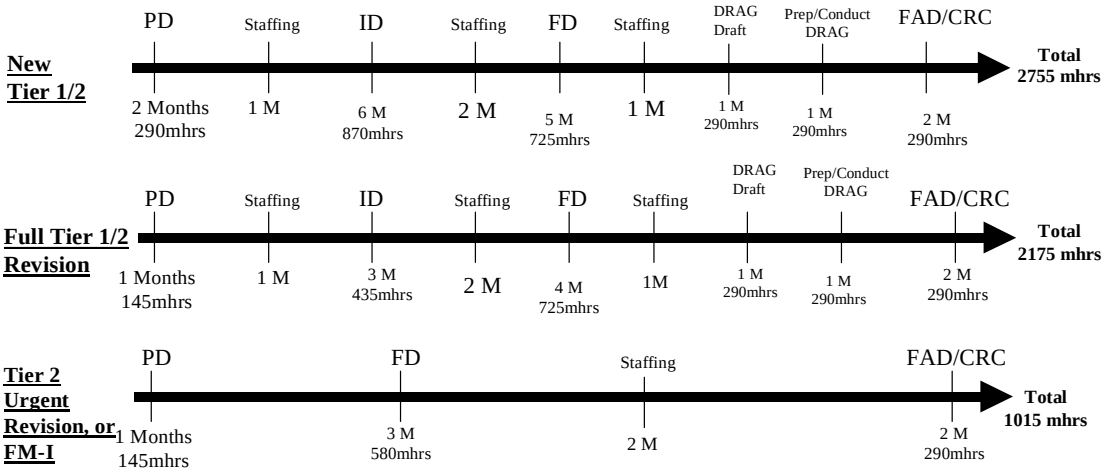
Figure D-1. Sources of input/feedback

Appendix E
Estimated Time Values for Doctrine Development

E-1. Using ETV. Use the ETVs in figure E-1 to standardize methodology and forecast doctrine development resource requirements for the annual POM. The values are correlated with the projected milestones in the DLMP. (Note: For manpower computation purposes, doctrine development ends when the FEF and CRC of an approved FM are sent to USATSC for processing. Staffing time is not included in manpower computations.)

E-2. Staffing. Field manuals are staffed in the drafts described in paragraph 4-3b, above. Only critical products in the process are assigned ETVs, but those ETVs take into account all man-hours required to develop the draft products. For resource forecasting and planning purposes, proponents should assume that all FMs require preparing each kind of draft.

Estimated Time Values for Doctrine Development



Review for Comments = 2 weeks/1 day or 80 mhrs

Review for Assessment = 1 month or 145 mhrs

Note: DA civilian man hour calculation rate
•1740 hrs = a man-year (mhrs)
•145 hrs = a man-month

Figure E-1. Estimated time values

Appendix F
Fiscal Year Doctrine Workload Annex

F-1. General. The DWA, which may be a part of the broader TRADOC management program, displays each TRADOC school's/center's doctrine requirements resourced for a FY. At the request of FC, JADD, proponents responsible for developing Army, multi-Service, multinational, and joint doctrine provide the following information, in the format at table F-1:

a. Number and title of publications under development/revision.

b. Current publication dates of publications under revision, or state "new" if first time written.

c. Projected milestones at the end of the FY, that is, one of the following publication statuses: review for assessment, PD, ID, FD, DRAG, FAD, FEF, or CRC. If possible, the milestones should mirror the FY milestones listed in the DLMP for that FY, unless efforts are redirected, changed, or not resourced.

d. Priority of publications, with "1" being the highest. These are broad priority categories. It is a proponent responsibility to manage specific FM priorities within each category. In some cases, FMs may have equal priority. Each FY, HQ TRADOC publishes doctrine development

prioritization guidelines as a part of the DWA instructions. The priorities for development are published yearly as a part of the annex instructions.

e. Associated cost of publications contracted for development.

f. Assessment (against milestones) as requested by FC, JADD, conducted at mid-year and year-end. Rate each publication as follows:

(1) **Green (G)** – milestone accomplished as agreed.

(2) **Amber (A)** – milestone accomplishment is less than as agreed.

(3) **Red (R)** – did not initiate, or work was abruptly stopped, due to new resource constraints.

g. Remarks to amplify entries, or add information deemed important (such as, review, consolidation, pending resources, cost of contract support, military/DA civilian, unfunded resource requirement, division capstone exercises, Future Force doctrine, Corps Advance Warfighting Experiment, Service, or multi-Service).

F-2. Priorities. Proponents use professional judgment when applying prioritization guidelines. Some proponents may not develop every category of doctrine, but want to reflect their installation priorities. If desired, this may be shown in the priority column with a slash (/), separating TRADOC's priority, on the left, from the installation priority, to the right of the slash.

Table F-1
[Proponent's] doctrine development workload, FY___

FM #	Title/Date	Milestone	Priority	Contract Cost	Assessment (G, A, R)	Remarks

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Appendix G
Army Universal Task List Submissions

G-1. Description of AUTL. This appendix establishes responsibilities for preparing, keeping up-to-date, and adding all Army tactical tasks (ARTs) to FM 7-15. This appendix does not apply to mission training plans (MTPs) or other training publications.

a. The AUTL is the comprehensive listing of ARTs. Army tactical tasks are generic tactical-level collective tasks for company- through corps-level organizations, and their staff sections.

b. The AUTL does not include tasks Army forces perform, as part of joint and multinational forces, at the operational and strategic levels. Those tasks are included in CJCSM 3500.04C. The AUTL is subordinate to the UJTL. It complements the UJTL by providing tactical-level,

Army-specific tasks. The AUTL does not address environmental conditions; they are contained at enclosure C to the UJTL.

c. The AUTL provides a common language and reference system for doctrine, combat, and training developers. This includes the taxonomy training developers use to develop the ASAT and ATIA-M (which will eventually replace ASAT) databases.

G-2. Army tactical tasks. An ART consists of a definition, numeric reference, and measures of performance. There are two differences between ARTs and MTP tasks. One is specificity. Army tactical tasks are general; they apply to multiple echelons and types of organizations. Mission training plan tasks apply to a specific echelon and organization. The second is that ARTs include general measures of performance, while MTP tasks include standards that apply to the specific organization the MTP addresses. Proponents use ART definitions and measures of performance to develop MTP tasks and standards.

G-3. Proponent responsibilities.

a. **Doctrine proponents** (NOTE: This appendix uses "proponent" as defined in AR 5-22.) will:

(1) Develop ARTs for tasks associated with areas of interest assigned in AR 5-22.

(2) Submit proposed ARTs to CADD, USACAC for staffing and incorporation into FM 7-15. Include a recommendation for where in the AUTL hierarchy to place the proposed ART, and an FM associated with it.

(3) Annually review ARTs for which they are proponent, to ensure they remain relevant. Submit proposed revisions to CADD, USACAC for staffing and incorporation into the AUTL. Identify obsolete ARTs to CADD, USACAC for removal from the AUTL.

(4) Where possible, use standard verbs from TRADOC Reg 350-70, appendix D, in ART definitions.

b. **Combined Arms Doctrine Directorate, USACAC,** will:

(1) Be proponent for FM 7-15.

(2) Annually request proponents to review their ARTs, and where necessary, recommend new ARTs, changes to existing ARTs, and removal of obsolete ARTs.

(3) Evaluate proponent ART submissions to ensure they use correct terminology and are significantly different from existing ARTs.

(4) Notify all proponents of AUTL changes, and ensure they are posted to the appropriate web sites.

(5) Maintain the AUTL in the ASAT/ATIA-M database, and ensure continued linkage of the AUTL and UJTL.

Glossary

Section I
Abbreviations

A	amber
AAA	Allied Administrative Publication
AASA	Administrative Assistant to the Secretary of the Army
ABCA	American, British, Canadian, and Australian
AD	author's draft
ADTL	Army doctrine and training literature
AFDC	Air Force Doctrine Center
AJP	Allied Joint Publication
AKO	Army Knowledge Online
AKO-S	Army Knowledge Online–SECRET Internet Protocol Router Network
ALSA	Air Land Sea Application Center
APD	Army Publishing Directorate
AR	Army Regulation
ARSTAF	the Army staff
ART	Army tactical task
ASAT	Automated Systems Approach to Training
ATIA-M	Army Training Information Architecture–Migrated
AUTL	Army Universal Task List
BCTP	Battle Command Training Program
C4	command, control, communications, and computers
CADD	Combined Arms Doctrine Directorate
CALL	Center for Army Lessons Learned
CD-ROM	compact disk–read only memory
CG	commanding general
CIDS	capabilities integration and development system
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CJCSM	Chairman of the Joint Chiefs of Staff Manual
CRC	camera-ready copy
CSA	Chief of Staff, Army
CSS	combat service support
CTDDIC	Combat, Training, Doctrine Developers Integration Course
DA	Department of the Army
DAMO-SSP	Department of the Army, G-35, Strategic Planning, Concepts, and Doctrine Division
DCS	deputy chief of staff
DCSINT	Deputy Chief of Staff for Intelligence
DCSOPS&T	Deputy Chief of Staff for Operations and Training
DCSRM	Deputy Chief of Staff for Resource Management

DDB	Doctrine Development Board
DDC	Doctrine Developer's Course
DLMP	Doctrine Literature Master Plan
DLP	Doctrinal Literature Program
DOD	Department of Defense
DODD	Department of Defense Directive
DOTMLPF	doctrine, organizations, training, materiel, leadership and education, personnel, and facilities
DRAG	doctrine review and approval group
DSN	Defense Switched Network
DWA	Doctrine Workload Annex
ETV	estimated time value
FAD	final approved draft
FC	Futures Center
FD	final draft
FEF	final electronic file
FM	field manual
FMI	field manual interim
FY	fiscal year
G	green
G-3	Deputy Chief of Staff for Operations and Plans
GS	General Schedule
HQ	headquarters
HQDA	Headquarters, Department of the Army
HTML	hypertext markup language
IAPD	International Army Programs Directorate
ICW	in coordination with
ID	initial draft
JADD	Joint and Army Doctrine Division (Futures Center)
JASC	Joint Action Steering Committee
JCDE	joint concept development and experimentation
JDWP	Joint Doctrine Working Party
JP	joint publication
JS	Joint Staff
JWG	joint working group
LA	lead agent
MACOM	major Army command
MCCDC	Marine Corps Combat Development Command
MFC	multinational force compatibility (formerly international standardization agreements)
MIL-STD	military standard
MOA	memorandum of agreement
MOU	memorandum of understanding
MTP	mission training plan
NATO	North Atlantic Treaty Organization
NWDC	Navy Warfare Development Command
PD	program directive

PDF	portable document format/file
POC	point of contact
POM	Program Objective Memorandum
PRA	primary review authority
R	red
RDL	General Dennis J. Reimer Training and Doctrine Digital Library
REG	Regulation
SAADC	Semiannual Army Doctrine Conference
SGML	standard generalized markup language
SIPRNET	SECRET Internet Protocol Router Network
SME	subject matter expert
TDY	temporary duty
TRA	technical review authority
TRADOC	U.S. Army Training and Doctrine Command
TTP	tactics, techniques, and procedures
UJTL	Universal Joint Task List
USACAC	U.S. Army Combined Arms Center
USACASCOM	U.S. Army Combined Arms Support Command
USAIC&FH	U.S. Army Intelligence Center and Fort Huachuca
USASMDC	U.S. Army Space and Missile Defense Command
USATC	United States Army Transportation Center
USATSC	U.S. Army Training Support Center
VIS	visual information specialist
VTC	video teleconference

Section II
Terms

Army doctrine literature hierarchy
A framework for managing Army FMs that establishes categories that show how FMs relate to each other. The hierarchy has two levels: Tier 1, which includes capstone and keystone FMs; and Tier 2, which includes all other FMs.

Army Vision
The Army Vision document is a conceptual template for how the U.S. Army will channel the vitality and innovation of its soldiers and civilians, and leverage technological opportunities, to achieve new levels of effectiveness, as the land component member of the joint warfighting team.

authentication
Authentication represents the acts, orders, and directions of the Secretary of the Army that indicates an Army publication is an official, properly coordinated document. It constitutes clearance of the publication's content for Armywide dissemination, and signifies that appropriate coordination was accomplished.

Automated Systems Approach to Training
The current HQ TRADOC training development automation system training developers use, as a tool for developing doctrine and training products. Also called ASAT.

capstone
The highest category of FMs, those that link Army doctrine with the national security strategy and the national military strategy, and form the primary link between joint doctrine and Army doctrine. The CSA approves the capstone FMs. Field Manuals 1 and 3-0 are the capstone FMs.

Capstone Concept
The highest-level Army concept that links National Military Strategy, Defense Planning Guidance, Joint Vision, The Army Plan, and other high-level documents to a description of required future operational capabilities. These capabilities cover the entire range of military operations at strategic, operational, and tactical levels in joint, multinational, and interagency activities. There is only one Capstone Concept at a time.

concept
Ideas, thoughts, and general notions that describe the capabilities required for conducting military operations in the future. They prescribe where and when these operations will occur, and how the concept fits in with concepts for related operations. They may depict military operations that cannot be conducted with current resources. Concepts are futuristic, as opposed to doctrine, which prescribes how to use available resources to defeat the current and near-term threat.

concept developer
Army, joint, or military agency personnel, normally within a combat developments organization, responsible (or having lead responsibility) for developing and staffing concepts of operation, and evaluating the applicability and potential of DOTMLPF ideas to the concept. Concept development and evaluation is a combat development function, supported by an integrated concept team that includes representatives from the DOTMLPF domains and HQ TRADOC.

doctrine
Fundamental principles by which the military forces or elements thereof guide their actions in support of national objectives. Doctrine includes terms, tactics, techniques, and procedures. Doctrine is authoritative, but requires judgment in application.

doctrine developer
Command, agency, organization, or individual that commands, directs, manages, or accomplishes the doctrine development work.

doctrine development
The process of researching, conceptualizing, analyzing, integrating, determining, documenting, writing, publishing, and distributing doctrinal products. This also includes articulating doctrine requirements.

doctrine integration
An iterative activity that occurs horizontally across the TRADOC DOTMLPF, and vertically throughout the echelons of the operating forces, to ensure key Army, joint, and multi-Service doctrine, and MFC agreements are embedded throughout Army doctrine.

doctrine proponent
An agency responsible for initiating, developing, coordinating, and approving doctrinal publications, and identifying them for rescission.

doctrine requirement
A validated need to implement actions in the doctrine process to development a new, or revise an existing, doctrinal publication.

doctrine review and approval group
A conference conducted via meeting or electronic means (such as, video teleconference or closed circuit television network) used to resolve critical and major comments, and approve Army doctrine. Also called DRAG.

extensible markup language
A text markup syntax (or computer language) that is a subset of SGML for optimizing exchange and delivery of information between information systems, and delivery on the World Wide Web using a web browser. Extensible markup language is a meta markup language that provides a format for describing structured data. Also called XML.

field manual
A DA publication that contains Army doctrine (principles and TTP), or training principles that describes how the Army and its organizations function in terms of missions, organizations, personnel, and equipment.

field manual interim
A DA publication that provides expedited delivery of urgently needed doctrine the proponent has approved for use without placing it through the standard development process. FMIs usually contain TTP, but may contain discussions of principles. Unless an FMI is rescinded, information it disseminates is incorporated into a new or revised FM. FMIs expire after 2 years, unless superseded or rescinded.

hypertext markup language
A markup language used to structure text and multimedia documents, and set up hypertext links between documents, used extensively on the World Wide Web. Also called HTML.

hypertext
A computer-based text retrieval system that enables a user to access particular locations in web pages, or other electronic documents, by clicking on links within specific web pages or documents.

International Standardization Agreement
See "multination force compatibility agreement."

joint doctrine
Fundamental principles that guide the employment of U.S. military forces in coordinated action toward a common objective. Joint doctrine contained in JPs also includes terms, tactics, techniques, and procedures. Joint doctrine is authoritative, but requires judgment in application. (Upon approval, this term and its definition will modify the existing term and its definition and will be included in JP 1-02.)

joint publication
A publication containing joint doctrine that is prepared under the direction and authority of the Chairman of the Joint Chiefs of Staff and applies to all U.S. military forces. Also called JP. (This term and its definition will modify the existing term and its definition and will be included in the next edition of JP 1-02.)

keystone
The second highest category of Army doctrinal publications, which corresponds to the joint keystone category. Keystone FMs constitute the doctrinal foundation of a series of FMs, or address subjects that significantly affect the conduct of full spectrum operations. They link their subject doctrine with Army capstone doctrine and joint doctrine. They include FMs that establish the doctrinal foundation for individual branches of the Army. Joint Publication 1-02 is a keystone FM, because it contains the terms, acronyms, and symbols that form the basis for synchronizing Army operations. The CG, USACAC approves all keystone manuals TRADOC proponents develop, except for FM 6-22, which the CSA approves. Keystone manuals non-TRADOC proponents develop require USACAC final coordination for publishing.

lead agent
Individual services, combatant commands, or JS directorates may be assigned as LAs for developing and maintaining joint doctrine publications. The LA is responsible for developing, coordinating, reviewing, and maintaining an assigned doctrine. Also called LA.

principles
The basis upon which military forces, or their elements, guide their actions in support of national objectives. Principles reflect the Army's collective wisdom regarding past, present, and future operations. They form the body of thought on how the Army operates in the present to near term, with current force structure and material.

multination force compatibility agreement
An agreement between the U.S. Army/other Services and armies, or other governmental agencies of an ally or potential coalition partner, that specifically contributes to MFC. Multination force compatibility agreements include NATO Standardization Agreements and ABCA Standards that document the acceptance of like, or similar, military equipment, ammunition, supplies, and stores, or operational, logistic, and administrative procedures. Other MFC agreements may be considered international agreements, and are thus subject to the processing and reporting requirements of ARs 550–51, 70–41, and DODD 5530.3.

multi-Service publication
A publication containing principles, terms, tactics, techniques, and procedures the forces of two or more Services use to perform a common military function. It is approved by two or more Services, and is promulgated as a Service publication. It may include differing perspectives on operational employment. It is authoritative to the same extent as other Service publications, but requires judgment in application. It must be consistent with approved JPs. (Upon approval, this term and its definition will be included in JP 1-02.)

operational concepts
All concepts proponents write that support, enable, and amplify the Capstone Concept are concepts of operation. These concepts translate a vision, or visions, into a more detailed, but still abstract, description of some future activity or end state, principally concerned with a 3 to 15 year time frame. Concepts are unrestricted, and support the current Capstone Concept. An operational concept addresses all DOTMLPF domains. These concepts address maneuver, maneuver support, and maneuver sustainment.

preparing agency
Any agency a proponent designates to develop and coordinate an official publication for the proponent's area of responsibility.

primary review authority
The organization the LA assigns to perform the actions and coordination necessary to develop and maintain the assigned JP under cognizance of the LA. Also called PRA.

procedures
Standard, detailed steps that prescribe how to perform specific tasks. (Upon approval, this revised term and its definition will be included in JP 1-02.)

program directive
The official document that establishes a doctrine development requirement, and authorizes the expenditure of resources, to develop the doctrine needed to meet it. Also called PD.

proponent field manual
A FM that establishes the definition of a term. It is the authority that other Army doctrinal publications cite as the source of that definition.

standard generalized markup language
A computer language used to mark up documents so information is created, stored, reviewed, and used in a heterogeneous computing environment. It is a neutral information exchange language that allows dissimilar computer systems to exchange information. Also called SGML.

tactics
The employment and ordered arrangement of forces in relation to each other. (Upon approval, this revised term and its definition will be included in JP 1-02).

technical review authority
The organization tasked to provide specialized technical or administrative expertise to the primary review authority, or coordinating review authority, for JPs. Also called TRA.

techniques
Nonprescriptive ways or methods used to perform missions, functions, or tasks. (Upon approval, this term and its definition will be included in JP 1-02.)

urgent revision
A revision conducted to an existing FM that requires an immediate update, to incorporate critical information. In the urgent revision process, only the information that is relevant to the immediate need requirement is changed, updated, or added.

vision
In the context of doctrine development, a vision is a description of how Army senior leaders believe military operations will be conducted (planned, prepared, executed, and assessed) in the future. It provides a comprehensive view of Army capabilities leading toward a desired end state. The Army Future Warfighting Vision is normally a 15- to 20-year projection.

FOR THE COMMANDER:

OFFICIAL:

ANTHONY R. JONES
Lieutenant General, U.S. Army
Deputy Commanding General/
Chief of Staff

/signed/
JANE F. MALISZEWSKI
Colonel, GS
Chief Information Officer